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Security Council

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Wednesday, 18 March 2009, 10 a.m.

New York

President:	Mr. Shalgham/Mr. Dabbashi	(Libyan Arab Jamahiriya)
Members:	Austria	Mr. Mayr-Harting
	Burkina Faso	Mr. Kafando
	China	Mr. Zhang Yesui
	Costa Rica	Mr. Urbina
	Croatia	Mr. Jurica
	France	Mr. Ripert
	Japan	Mr. Takasu
	Mexico	Mr. Heller
	Russian Federation	Mr. Shcherbak
	Turkey	Mr. İlkin
	Uganda	Mr. Rugunda
	United Kingdom of Great Britain and Northern Ireland	Sir John Sawers
	United States of America	Ms. Rice
	Viet Nam	Mr. Le Luong Minh

Agenda

Peace and security in Africa

Identical letters dated 24 December 2008 from the Secretary-General addressed to the President of the General Assembly and the President of the Security Council (S/2008/813)

This record contains the text of speeches delivered in English and of the interpretation of speeches delivered in the other languages. The final text will be printed in the *Official Records of the Security Council*. Corrections should be submitted to the original languages only. They should be incorporated in a copy of the record and sent under the signature of a member of the delegation concerned to the Chief of the Verbatim Reporting Service, room C-154A.

09-27161 (E)

The meeting was called to order at 10.20 a.m.

Adoption of the agenda

The agenda was adopted.

Peace and security in Africa

Identical letters dated 24 December 2008 from the Secretary-General addressed to the President of the General Assembly and the President of the Security Council (S/2008/813)

The President (*spoke in Arabic*): I should like to inform the Council that I have received letters from the representatives of Algeria, Argentina, Australia, Bangladesh, Benin, Brazil, Canada, Congo, Cuba, the Czech Republic, Egypt, Italy, Kenya, Nigeria, Norway and South Africa, in which they request to be invited to participate in the consideration of the item on the Council's agenda. In conformity with the usual practice, I propose, with the consent of the Council, to invite those representatives to participate in the consideration of the item, without the right to vote, in accordance with the relevant provisions of the Charter and rule 37 of the Council's provisional rules of procedure.

There being no objection, it is so decided.

On behalf of the Council, I wish to extend a warm welcome to Her Excellency Ms. Nkosazana Dlamini Zuma, Minister for Foreign Affairs of South Africa.

At the invitation of the President, Ms. Dlamini Zuma (South Africa) took a seat at the Council table; the representatives of the other aforementioned countries took the seats reserved for them at the side of the Council Chamber.

The President (*spoke in Arabic*): In accordance with the understanding reached in the Council's prior consultations, I shall take it that the Security Council agrees to extend invitations under rule 39 of its provisional rules of procedure to Mr. Romano Prodi, Chairman of the African Union-United Nations panel on modalities for support to African Union operations, and Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union.

It is so decided.

The Security Council will now begin its consideration of the item on its agenda. The Council is meeting in accordance with the understanding reached in its prior consultations.

Members of the Council have before them document S/2008/813, which contains the text of identical letters dated 24 December 2008 from the Secretary-General addressed to the President of the General Assembly and the President of the Security Council transmitting the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations.

I should now like to make a few introductory remarks.

Today's open debate comes in the context of continuing contacts regarding the cooperation between the United Nations and regional organizations, in particular the African Union, in the maintenance of international peace and security under Chapter VIII of the Charter of the United Nations. We have urged that this open debate be convened, fully aware that issues of peace and security are of concern not only to the African Union, but to all regional organizations.

Wherever armed conflicts arise, they have severe consequences, reflected in a lack of security, in human suffering and in flows of internally displaced persons and refugees. Those problems, which are being suffered most intensely on the African continent, are imposing grave burdens on the African Union, which continues to seek to strengthen its capabilities in the maintenance of peace and security. Thus, it is essential to promote more systematic cooperation between the United Nations and the African Union in addressing issues related to peace and security, particularly given the fact that the majority of United Nations peacekeeping operations are being carried out on the African continent and the need to respond swiftly to crises on the continent and provide the African Union with predictable and strengthened capacities.

Today's debate is being held to follow up on the Council's open debate held on 16 April 2008 (*see S/PV.5868*), presided over by the then President of sisterly South Africa. At that meeting, resolution 1809 (2008) was adopted. It recognized the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a United Nations mandate. It also welcomed the Secretary-General's proposal to set up an African Union-United Nations panel consisting of distinguished persons to consider in depth the

modalities of how to support such peacekeeping operations, in particular start-up funding, equipment and logistics, and to consider in depth lessons from past and current African Union peacekeeping efforts.

In September 2008, an African Union-United Nations panel was established, chaired by former Prime Minister Romano Prodi of Italy, who focused most specifically on ways and means to support African peacekeeping operations established under United Nations auspices. The panel carried out its work and has now submitted its report to the Security Council.

On behalf of the members of the Security Council, I cannot fail to pay tribute to His Excellency the Secretary-General, Mr. Ban Ki-moon, and the African Union-United Nations panel for submitting the report with a view to useful deliberations in the Council.

I welcome the presence of the Secretary-General, His Excellency Mr. Ban Ki-moon, and invite him to take the floor.

The Secretary-General: I am pleased to be able to participate in this meeting of the Security Council, and I welcome the opportunity to focus both on strengthening the relationship between the United Nations and the African Union (AU) and on efforts by the international community to further enhance the AU's capacity for peacekeeping.

Before I begin, I would like to welcome you, Sir, as new Permanent Representative of your great country, the Libyan Arab Jamahiriya, and congratulate you on assuming your role as President of the Security Council soon after having taken up your new responsibilities. I assure you of my full cooperation and support in discharging your duties not only as President of the Council, but also as Ambassador of your country. Let me also take this opportunity to welcome to the United Nations His Excellency Mr. Romano Prodi, former Prime Minister of Italy, and to express my appreciation for his leadership of the panel, whose report on modalities for support to African Union peacekeeping operations (S/2008/813) is before the Council today.

Last year's high-level debate on peace and security in Africa (*see S/PV.5868*), chaired by former President Mbeki on 16 April 2008, provided the United Nations Security Council and the African Union Peace and Security Council with an opportunity to look more closely at the partnership between the United Nations and the African Union in ensuring peace and security in Africa. The panel's report, before members today, presents a number of ideas to strengthen that partnership with a view to improving our collective response to addressing conflicts in Africa.

The role played by regional organizations in peace and security is indispensable to the work of this Council. I am encouraged by the progress we have made in our cooperative endeavours with the African Union Commission towards achieving peace and security in challenging areas such as Darfur and Somalia. Lessons learned from these endeavours will strengthen our cooperative work in the future.

The African Union continues to develop its capacity for peacekeeping. The Department of Peacekeeping Operations is supporting these efforts with a dedicated capacity and through specific programmes.

The panel's report (S/2008/813), while outlining significant remaining challenges, offers various recommendations that draw on the lessons of the past and aim at an enhanced relationship in the future. Central to this analysis is the strategic relationship between this Council and the African Union Peace and Security Council, which is supported by that between the United Nations Secretariat and the AU Commission. In both cases, the relationship has been much expanded, but it has yet to develop the responsiveness that will enable us to work together to prevent conflicts rather than only respond to crises. The Department of Political Affairs has instituted a series of desk-to-desk meetings with AU counterparts, and I hope that we can build on this initiative to quickly develop a more comprehensive approach for the future.

Many of the challenges facing the African Union result from the difficulties it faces in securing the necessary resources to support both its deployments and its own long-term development. A peacekeeping mission that is under-resourced can imperil the initial benefits gained by its deployment and can raise expectations without providing the means of fulfilling them.

It was in this context that the panel made its recommendations to address issues of funding and resources. These recommendations have far-reaching

implications and will require detailed analysis, particularly in the case of assessed contributions, which need to be considered by the requisite United Nations legislative bodies and processes. Notwithstanding the complexities, the report offers a first step in a process through which these issues can be examined comprehensively while allowing us to develop a more effective partnership.

I look forward to constructive interaction with key Member States, including the members of this Council, AU members, troop-contributing countries and other stakeholders. The forthcoming retreat with Security Council members this weekend will offer a valuable opportunity to look at this issue in greater detail.

The development of the African Peace and Security Architecture is crucial to an effective long-term approach to conflict prevention and resolution. This requires the sustained support of the international community, including the European Union and many bilateral partnerships. The strategic relationship between the United Nations and the AU is at the heart of this evolving framework and has the potential to affect millions of people on the African continent.

The President (*spoke in Arabic*): I thank the Secretary-General for his kind words to me personally and to my country.

I now give the floor to Mr. Romano Prodi, Chairman of the African Union-United Nations panel on modalities for support to African Union operations.

Mr. Prodi: I am truly thankful for the opportunity given me, as Chairman of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations, to present the results of our work. Allow me to first address two basic issues.

First, I deeply acknowledge both the quality of the individual contributions that each member provided during the intense work of the panel and the generous support received from United Nations staff. I am particularly thankful to Secretary-General Ban Ki-moon.

Secondly, it has been clear from the very beginning that while the terms of reference of the panel were framed in technical terms, the issues have strong political implications.

The foreword to the panel's report (S/2008/813) clarifies the link between peace and development. No peace means no development. Yet the complexities inherent in that statement are such that it is often difficult to reconcile the need for regional engagement with the capabilities available.

The responsibility of regional actors to address issues of peace and security in their own regions is indisputable. This is not to say that the African Union or the regional economic communities should replace the United Nations. That is clear. Rather, the principles of the United Nations Charter must be reinforced and a framework must be developed in which our collective response can ensure an appropriate answer to any given circumstance.

It was with this in mind that the panel approached its work and, in delivering its report, I hope that we can move towards a more systematic approach in our response to the challenges to peace and security in Africa.

The African Union is to play its full part. It must have the means to support future short-term operational deployments, and also the capacity to develop the essential capabilities necessary for the long-term.

In addressing the high-level meeting chaired by former President Mbeki, in April last year (see S/PV.5868), I underlined the need for closer cooperation between the international and the regional levels and the need for more effective responses by the international community in crisis situations. We are in a new era in which the scale and complexity of the challenges demand increased cooperation between all actors.

Addressing those challenges calls for effective relationships, improved coordination and a clear understanding of each other's strengths and weaknesses. We have come a long way in the past few years, and I acknowledge the enormous progress that has been made by the African Union and the regional economic communities of Africa. We can all learn from that process.

However, that process needs to be consolidated so that it can truly enhance the capacity of the African Union to contribute to global security and enable it to play a front-line role in international efforts to bring peace to the continent.

Indeed, the ability of the African Union to respond to continental crises within the context of a broader international framework requires significant capabilities. Developing those capabilities requires the permanent support of the international community, including less traditional partners and donors. We must do it in spite of the present competition for scarce resources. Achieving this objective requires improved coordination, new mechanisms and brand-new instruments.

Thanks to the African Peace and Security Architecture (APSA), significant progress has been achieved in many fields, from conflict prevention to the deployment of peacekeeping missions and the development of long-term capacity. We must ensure further progress in this direction.

The APSA cannot operate in isolation, and the report emphasizes the importance of establishing a shared vision between the United Nations and the African Union when addressing issues of mutual concern. That implies new, strong coordination between the two Councils. The joint meetings that have already taken place represent a major step forward, but the panel is keen to encourage a more regular exchange through which greater continuity of approach could be cultivated and a shared vision truly established.

At the level of the African Union Commission and the United Nations Secretariat, the panel recognizes the great progress made and the solid basis for cooperation that has been established, both in terms of supporting operational deployments and long-term capability-building. Nonetheless, there is still significant room for improvement. Limiting operational support to individual missions is understandable, but it does not necessarily promote sustained and efficient cooperation.

If the African Union Commission and the United Nations Secretariat aim to develop the level of cooperation necessary to support effective mutual synergy, they must be able to work together in a much more structured way. To that end, the panel recommends the creation of a mechanism through which the respective organizations could exchange views on a more regular basis. Various potential models exist that can be used in order to implement that process without creating new structures.

The ability to work together can be constrained by the limited resources of the African Union Commission. Improving coordination is therefore not sufficient. It is necessary, but not sufficient. It has to be supported by the institutional capacity that will increase African ownership of the process. That can be achieved only once the Commission is properly staffed by skilled personnel provided by the African Union's member States.

Inevitably, it is military capability that catches the headlines in terms of the development of the African Standby Force, but the report underlines the point that peace on the African continent cannot be achieved through the deployment of military force alone. Capacity needs to be developed across a wide range of activities, such as intelligence, early warning, conflict prevention, post-conflict reconciliation and reconstruction. Here, I repeat, there is a need to develop a shared vision.

As recently stated by the current President of the African Union, Muammar Al-Qadhafi, if Africa does not develop a common political view it will never be in charge of its peaceful destiny. Developing a shared vision is one thing; implementing, clearly, is another. That requires partnership underpinned by credible capability, and that requires huge resources.

The panel examined a range of possible options by which greater financial predictability could be built and sustained in the long term. The technical details of that proposal must be further developed in the near future.

The recommendation that United Nations legislative bodies approve the use of assessed contributions under certain criteria recognizes the importance of the United Nations/African Union relationship, as well as the advantages to be gained by exploiting the African Union's comparative advantage in quickly deploying a bridging operation until conditions are established for longer-term United Nations engagement. The panel was sensitive to the wide range of different views on that proposal, and it expressed the opinion that it is time for the United Nations to expand all aspects concerning the role of the African Union in resolving peace and security issues — of course, in coordination with the efforts of the United Nations.

Similarly, the recommendations concerning the need for logistical support require much closer examination. In particular, there is an opportunity to break with some of the traditional approaches of the

past and to take advantage of more innovative ideas that avoid the need to stockpile large quantities of equipment, which is something that is increasingly important in the current economic climate.

In relation to long-term capacity-building, the panel recommended the establishment of a multi-donor trust fund. The very concept of a multi-donor fund implies that all those that have an interest in a peaceful Africa shall be called on to contribute financial, human and technical resources in order to build that capacity. New donors were encouraged, are encouraged and will be encouraged to start and increase their contributions. If, as we hope, a large multi-donor fund is successfully established, its size and complexity will require expertise that is found in very few international institutions. I know that this is debated, but that is why, in the start-up phase, we recommend the involvement of the United Nations Development Programme. However, in order to ensure the progressive empowerment of the African Union, the headquarters of that structure will be initially located in Addis Ababa. The African Union is expected to take over full responsibility in a short period of time, and thereafter have full ownership of the fund.

Moreover, it should be stressed that, from the very beginning, the African Union will be in charge of defining priorities and projects in the area of capacity-building. In various meetings with the heads of State or Government of countries interested in supporting the role of the African Union in peacekeeping, I have found a generally positive attitude with regard our proposal for a multi-donor fund dedicated to long-term capacity-building. I understand that the engagement of a Prime Minister is different from that of a Minister for Finance, but it was very a very encouraging development.

That idea also requires additional consideration in order to define the detailed modalities and to determine how it can work in synergy with existing mechanisms such as the African Peace Facility, which was created and supported by the European Union.

In conclusion, I would emphasize that some of the recommendations can be implemented relatively easily, in particular those dealing with strengthening the political relationship between the United Nations and the African Union. Some of them are already moving forward as part of an ongoing process. Others require much more detailed analysis than was possible to do under the panel.

The panel conducted the bulk of its work when the consequences of the current economic downturn were not yet fully expressed. Nonetheless, it is important that support for the African Union increase in the future. It is too important. We have to work better together, and we have to find more efficient instruments for cooperation.

All of us must be engaged in developing the African Union's capacity. The support of African Union member States is as critical as the material support of non-African States Members of the United Nations. Ownership must belong to Africa, but all Member States, particularly those with interests in Africa, need to be committed to supporting the process. It is clear that there cannot be development without peace, but it is also clear that peace in Africa affects not only Africa's future but the future of all of us. This report should therefore be seen as a significant step in a longer process that will require further consultation and work for the development of its recommendations.

The President (*spoke in Arabic*): I thank Mr. Prodi for his briefing and statement.

I now give the floor to Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union.

Mr. Lamamra (*spoke in French*): Mr. President, allow me at the outset to say what a pleasure it is to address the Security Council under your presidency on behalf of the African Union Commission and its Chairperson, Mr. Jean Ping, on a question of great importance for the promotion of peace, security and stability on the African continent. But first of all, I should like, Mr. President, to congratulate you upon your appointment as Permanent Representative of the Libyan Arab Jamahiriya to the United Nations and upon your accession to the presidency of the Security Council for this month. I am especially grateful to you, Sir, for having invited us to this debate devoted to the consideration of the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations (S/2008/813). This question now lies at the very heart of the problem of strengthening the effectiveness of peacekeeping operations throughout our continent and throughout the world.

In this context, we are also grateful to Secretary-General Ban Ki-moon for his unswerving commitment to peace in Africa and to the promotion of an effective, exemplary partnership between the United Nations and the African Union. With respect to this partnership, the appointment of Chairman Romano Prodi, a faithful friend of Africa, to head this African Union-United Nations group of experts was a guarantee of the success of this endeavour, as demonstrated by the report currently being considered. I should like to convey here to Chairman Prodi, as well as to the members of the panel, the congratulations of the African Union Commission and my own.

In fact, this report accurately reflects the quality of work built on the lessons learned from peacekeeping operations in Africa and opens up new, promising prospects for greater effectiveness in the African Union's efforts in this regard via the availability of the predictable and lasting financial resources that the Union needs to further strengthen its role in the field of peace and security. The need to strengthen institutional capacities of the African Union, the increase in resources and the stabilization of peacekeeping financing in Africa are opportunely highlighted in this report.

Just as pertinent are the special recommendations aimed at strengthening cooperation between the United Nations and the African Union in the field of operational collaboration at various levels. The same is true with regard to the creation of new financing mechanisms that would enable us to support specific peacekeeping operations, whether through United Nations-assessed funding or by way of the proposal for a multi-donor trust fund funded by voluntary contributions. In our opinion, this measure is timely, innovative and worthy of everyone's support.

Over these last few years, regional arrangements have demonstrated renewed dynamism in the promotion of peace, security and stability in their respective regions. Nowhere is this new reality more apparent than in Africa. For a few years now, the African Union has given a new dynamic to its efforts aimed at meeting the pressing challenges facing the continent in the field of peace and security.

On the basis of relevant provisions of the Protocol relating to the establishment of the Peace and Security Council of the African Union, a continental peace and security architecture has been born. Certainly, a great deal remains to be done to render this architecture fully operational. Nonetheless, significant progress has been achieved, as evidenced by the daily actions of the Peace and Security Council and the initiatives undertaken by the Panel of the Wise as well as the measures undertaken within the framework of the setting up of the Continental Early Warning System and the measures aimed at the launching in June 2010 of the African Standby Force. Moreover, the African Union and the regional mechanisms are working ever more closely together within the framework of the Memorandum of Understanding on Cooperation concluded in January 2008.

Alongside the progressive implementation of this architecture, the African Union is, on a daily basis, committed to efforts aimed at preventing, managing and settling conflicts. That the challenges are huge is clear to all. It is sufficient to skim through recent news articles on the continent to see that. However, today, we have a strong political will to face those difficulties by stepping up efforts to ensure that structural prevention, mediation and good offices enable us to keep latent tensions and crises from degenerating into open armed conflict.

Africa's experience in the field of the deployment of observers and military units has developed in various parts of the continent in sometimes especially difficult conditions. That was the case in the recent past in Burundi and the Sudan. It is the case today in Somalia, where battalions deployed by Uganda and Burundi within the framework of African Union Mission in Somalia are bravely striving to support the incipient progress of the Somali people on their road to peace, reconciliation, security and stability.

In undertaking such initiatives, the African Union is of course discharging its own political responsibilities, and clearly such actions are eloquent proof of an African solidarity that yearns to be proactive and that wants other African States to stand side by side with Somalia in its ordeal. At the same time, the African Union, through all these initiatives in the field of restoring peace and in promoting and supporting peace, is also acting on behalf of the international community, specifically on behalf of the Security Council, which bears the main burden in the maintenance of international peace and security.

It is thus in this context that the African Union has requested that the United Nations, within the

framework of Chapter VIII of its Charter, consider the possibility of financing, via regularly assessed contributions, peacekeeping operations undertaken by the African Union or under its authority and with the consent of the Security Council. The process launched following that request, pursuant to a well-advised proposal submitted by South Africa, has resulted in the report submitted for the Council's consideration today. I wish to express the deep appreciation of the African Union Commission to Ms. Dlamini Zuma, Minister for Foreign Affairs of South Africa, for her country's and her personal commitment to undertaking this noble project.

Indisputably, the report being considered today is an important step in the overall efforts aimed at building the capacities of the African Union, meeting the challenges facing the continent in the field of peace and security, and mobilizing increased support from the international community. The recommendations on the financing of African Union peacekeeping operations are, from that point of view, of special importance.

The President of the African Union Peace and Security Council for March will have the opportunity to share with Council members the specific contributions that the Peace and Security Council wishes to make directly to the Council's consideration of the issue.

The future of maintaining international peace and security requires creativity and boldness from all of us. Greater decentralization or devolution, requiring harmonized efforts at the global and regional levels and cohesive strategies, is an ever more essential part of addressing the major challenges in the field of peace and security facing the international community, especially in Africa. At a time when Africa, having correctly anticipated the new realities and requirements of peacekeeping and acquired a comprehensive and progressively operational peace and security architecture — of which the African Standby Force must be a rapid and effective tool — it is necessary to effectively meet the challenge of financing equitably and as a shared responsibility.

The Prodi report stands as a qualitative and decisive step in that direction. The African Union will spare no effort to ensure that the guidance and recommendations of the report are turned into realities, to the greatest benefit of peace and security throughout our continent and the world.

The President (*spoke in Arabic*): I thank Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union, for his briefing.

In accordance with the understanding reached among Council members, I wish to remind all speakers to limit their statements to no more than five minutes in order to enable the Council to carry out its work expeditiously. Delegations with lengthy statements are kindly requested to circulate the texts in writing and to deliver a condensed version when speaking in the Chamber.

I now give the floor to Her Excellency Ms. Nkosazana Dlamini Zuma, Minister for Foreign Affairs of South Africa.

Ms. Dlamini Zuma (South Africa): We thank you, Sir, for allowing us to participate and share our views on the important issue of strengthening the relationship between the United Nations and regional organizations, in particular the African Union (AU), at today's open meeting. I also take this opportunity to congratulate you, Mr. President, on your assumption of the presidency of the Security Council for the month of March. My delegation is also grateful to the Secretary-General for his statement and participation in this meeting.

Our appreciation also goes to Mr. Romano Prodi, Chairman of the African Union-United Nations panel on modalities for support to African Union operations, for introducing his important report (S/2008/813), and we hope that he will continue to accompany the process to its logical conclusion.

Today, the need to strengthen and enhance the relationship between the United Nations and regional organizations remains more important than ever before because we are seeing an increased reliance on regional organizations in addressing and resolving some of the conflicts facing us. We are encouraged to note that, over the years, the cooperation between the United Nations and the AU has improved. The recent partnership between the United Nations and the AU in the deployment of the African Union-United Nations Hybrid Operation in Darfur is testimony to the fact that United Nations cooperation and partnership with regional organizations are crucial.

In addition, we commend the decision of the Security Council to adopt a resolution approving the proposals to strengthen and provide support to the

African Union Mission in Somalia. We hope that positive development will lead to greater and more systematic cooperation and partnership.

Notwithstanding the need for enhanced cooperation and partnership between the United Nations and regional organizations, that cooperation does not seek to absolve the Security Council of its Charter-mandated responsibility in the maintenance of international peace and security. In that context, the Security Council remains the main international body entrusted with the primary responsibility for the maintenance of international peace and security. South Africa believes strongly that we should coordinate our collective security efforts under the auspices of United Nations. It is for this reason that, during its tenure as a non-permanent member of the Security Council, South Africa focused on the important question of the enhancement of the relationship between the United Nations and regional organizations, in particular the African Union.

Among others, resolution 1809 (2008) recognizes the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under United Nations authority. Furthermore, the said resolution welcomed the Secretary-General's proposal to establish an African Union-United Nations panel to consider in depth the modalities of how to support peacekeeping operations.

South Africa welcomes the report of the African Union-United Nations panel on modalities for support to African Union operations. We also commend the tireless efforts of Mr. Romano Prodi, Chairman of the panel and other members of the panel, in preparing the report. As noted in paragraph 4 of the report, the panel consulted as widely as possible with the United Nations, the African Union and other relevant interlocutors.

South Africa welcomes the bold recommendations contained in the report of the panel. It should, however, be noted that those recommendations reflect a work in progress and do not provide conclusive answers on ensuring necessary, sustainable and predictable resources for African peacekeeping operations undertaken by the African Union.

My delegation welcomes the panel's recommendations, in particular in paragraph 90 of the report relating to the use of United Nations-assessed contributions. The issue of the funding of regional peacekeeping operations remains central to enhancing and streamlining the relationship between the United Nations and the African Union. We believe that this recommendation is the first important step towards addressing the most important constraints that limit Africa's capacity to resolve conflicts on our continent.

For its part, the AU remains committed to resolving African conflicts. The operationalization of the AU Peace and Security Council and the Continental Early Warning System, post-conflict reconstruction and development and the Panel of the Wise and the African Standby Force are clear indications of that resolve and the basic framework for addressing peace and security on the continent. However, that commitment is not matched by the resources at its disposal. For its part, the United Nations, in particular the Security Council, should augment its efforts in a concrete manner.

The issue of capacity-building is equally important. My delegation concurs with the argument raised by the panel on the importance of enhancing the institutional capacity of the AU. We believe that any efforts aimed at improving that area should build on existing mechanisms. In that context, we commend the ongoing efforts by various stakeholders aimed at providing support to the AU in the area of capacity-building. In particular, my delegation would like to acknowledge the continuing pivotal role that the European Union, through the new African Peace Facility, is playing in enhancing the early response mechanism of the African-led mediation and peace support operations.

My delegation fully supports the panel's view that its recommendations are only an initial phase in a long-term process of developing and supporting the AU's own capacity. In that regard, South Africa endorses the panel's recommendation that a joint African Union-United Nations team should be established to examine the detailed modalities to support the recommendations made in the report. We would also like to say that we share the views of the Commissioner for Peace and Security of the African Union, Mr. Lamamra, and thank him for being here.

In conclusion, we are pleased that the Security Council will adopt a presidential statement that contains language addressing common and mutual challenges and opportunities facing both the United

Nations and the AU. For its part, South Africa supports that statement but also lends its support to the common endeavours aimed at further enhancing cooperation between the United Nations and regional organizations, in particular. We therefore hope that the Secretary-General will continue his efforts in that direction.

The President (*spoke in Arabic*): I thank Minister Zuma for her statement.

I shall now give the floor to the members of the Security Council.

Mr. Shcherbak (Russian Federation) (*spoke in Russian*): The delegation of the Russian Federation, Sir, is pleased to see you assume your new functions as Permanent Representative of the Libyan Arab Jamahiriya. We wish you every possible success. We note with satisfaction the presence at today's meeting of the Secretary-General, Mr. Ban Ki-moon, the Minister for Foreign Affairs of the Republic of South Africa, Ms. Dlamini Zuma, and the Commissioner for Peace and Security of the African Union, Mr. Lamamra.

We are grateful to Mr. Prodi and the team that he leads for the comprehensive report on modalities for support to African Union peacekeeping operations (S/2008/813). We note the timeliness of that document. In our view, the report significantly contributes to the international community's efforts towards settling conflicts throughout the African continent. It contains an in-depth analysis of African Union peacekeeping efforts and of ways to strengthen the peacekeeping capacities of that regional organization. It proposes a broad range of short- and long-term practical steps to bolster cooperation between the African Union and the United Nations.

Clearly, the capacities and resources of the African Union need international support. In that regard, priority attention should be paid to developing a continental peace and security architecture and to establishing and operationalizing an African Standby Force. Here, it is necessary to look at coordinating the international community's efforts to assist the African Union in increasing its own peacekeeping capacities.

With regard to increasing the cooperation between the United Nations and the African Union, which today the Secretary-General rightly referred to as a strategic relationship, substantial positive experience has been accumulated. A joint peacekeeping force has been set up in Darfur under the aegis of the United Nations and the African Union and vigorous efforts are being made to advance the Darfur political process. African Union member States are playing an important role in stabilizing the situation in Somalia.

Political and diplomatic means to avert threats and conflicts are ever more topical. Here, a key role should lie with the Africans themselves. The peacekeeping efforts of the African Union and of subregional organizations such as the Economic Community of West African States, the Southern African Development Community and the Intergovernmental Authority on Development, as well as mediation missions by prominent African political actors, have on a number of occasions contributed to achieving significant advances in regional stability.

Experience has shown the effectiveness of the model of the preventive deployment of regional peacekeeping operations in hot spots throughout the continent with subsequent transfer of those missions to the United Nations. We share the assessment of Mr. Prodi's report that the crux of today's peacekeeping operations lies in the fact that no single organization can alone resolve these issues. Furthering collective approaches are necessary to effectively overcome today's threats and challenges and demand the consistent stepping up of cooperation among the United Nations, the Security Council and its regional partners. Such cooperation should be based on the 2005 World Summit Outcome (General Assembly resolution 60/1) and the United Nations Charter, in particular Chapter VIII. The provisions of Chapter VIII of the Charter provide a sound legal basis for conducting African peacekeeping operations sanctioned by the Security Council, helping set up an African security architecture. African mechanisms aimed at preventing and settling conflicts must become fully operational.

In the past few years, the Council has repeatedly considered the issue of stepping up practical cooperation with regional organizations. Today's debate, which is focused on practical cooperation with the African Union, is further confirmation of the serious attention the Security Council is paying to developing effective strategies to preserve peace and security in Africa. The report's recommendations deserve close attention and substantive further development. Many of those recommendations touch upon the interests of all States Member of our global

Organization. The recommendations on providing temporary logistical and financial support to African Union peacekeeping operations from Member States' assessed contributions should be carefully analysed both by the United Nations Secretariat and by the General Assembly.

The Russian Federation is actively participating in drawing up and implementing an international programme of strategic support for Africa, including strengthening the peacekeeping capacities of the African Union. Russian peacekeepers are active in almost all United Nations peacekeeping operations throughout the African continent. A Russian helicopter unit is deployed as part of the United Nations mission in the Sudan. Another helicopter unit is deployed as part of the European Union-led peacekeeping force in Chad and the Central African Republic and will soon start discharging its duties as part of the United Nations Mission in the Central African Republic and Chad. Russia's specialized training institutions are implementing a training programme for African peacekeeping personnel.

In conclusion, I would like to state the readiness of the Russian delegation to endorse the draft presidential statement that is being prepared by Libya. We hope that today's discussion will serve to lend new impetus to the practical cooperation between the United Nations and the African Union.

Mr. Rugunda (Uganda): I wish, Sir, to welcome you and to congratulate you upon assuming the post of Permanent Representative of the Libyan Arab Jamahiriya and the presidency of the Security Council. I also wish to thank you for organizing this important debate, which has given the wider United Nations membership an opportunity to contribute to a discussion on peace and security in Africa.

I wish to welcome Ms. Dlamini Zuma, the Minister for Foreign Affairs of South Africa, whose presence here is a fitting tribute to the important role that South Africa played while on the Security Council in having the discussion on modalities for supporting peacekeeping operations on the Council's agenda. I also wish to welcome the Chairman of the African Union-United Nations panel, Mr. Romano Prodi, and thank him and other members of the panel for the good work they have done. Let me also recognize the presence of Ambassador Lamamra, Commissioner for Peace and Security of the African Union. I wish to thank the guests for the statements they have made, and also to thank the Secretary-General of the United Nations for being with us and for his statement.

This debate today is an opportunity for the United Nations to focus once again on peace and security in Africa. Uganda commends the panel for the report. It is significant that from the outset the report recognizes the primacy of the United Nations Security Council in matters of international peace and security, which is very fundamental. The report also emphasizes the need to enhance the strategic relationship between the United Nations and the African Union (AU) as the basis for a more effective partnership when addressing issues of mutual interest.

As many in this Council know, conflicts have devastated many parts of the African continent. They have caused untold economic and social damage and have adversely affected the continent's development. Apart from causing human suffering, those conflicts aggravate poverty and create breeding grounds for the emergence of new security threats, including international crime and terrorism.

It is significant to note that in the last decade Africa has shown great resolve and has exhibited much stronger political will in efforts to end conflicts on the continent. Africa has demonstrated greater responsibility in finding solutions to many of those conflicts.

Since its establishment, the AU Peace and Security Council has made a tremendous contribution towards peace and security in Africa. Africa has developed its own capacity to respond to crises, and we have seen in recent times the pivotal role the African Union has played in settling crises on the continent in places such as Comoros, Liberia, Sierra Leone and Burundi. African ownership has been clearly demonstrated through the contribution of troops, logistics, political management of conflicts and finances, according to Africa's capacity.

It is for these reasons that Uganda emphasizes the need for clarity in the relationship between the United Nations and the African Union, especially between the United Nations Security Council and the African Union Peace and Security Council, and the United Nations Secretariat and the African Union Commission, as the basis for a more effective partnership on peace and security. The role of regional arrangements is acknowledged in the Charter of the United Nations and

should rightly be the basis for building a solid partnership.

The demands placed on the United Nations for intervention have shown that there needs to be a division of responsibilities between the United Nations and regional organizations such as the African Union in the spheres of conflict prevention, peacemaking, peacekeeping and peacebuilding in order to make possible more effective and comprehensive responses to conflict situations. Such division of labour should take advantage of the different capabilities. As the report rightly states, "There is a significant synergy to be achieved in drawing on the respective capacities of both organizations and exercising the comparative advantage that each can offer" (S/2008/813, para. 6). It is essential that the concept of sharing responsibilities for the execution of missions for the maintenance of international peace and security between the United Nations and the AU is clearly understood.

Uganda therefore welcomes the establishment of a more effective relationship between the United Nations Security Council and the AU Peace and Security Council and between the United Nations Secretariat and the AU Commission. Decisions pertaining to the setting up of missions, the mandates conferred, the composition of the force, the rules of engagement and reviews of conduct and performance of such missions from time to time can and should be made with consultations with all involved.

Lessons have been learned from various peacekeeping operations in Africa. One is the need to develop capacity to support operations. As the report rightly points out, the African Union will be able to respond to crises effectively only if there is sufficient political and financial commitment by its own member States and also by the international community. By all accounts, lack of resources remains the single biggest challenge limiting the ability of missions to implement their mandates effectively.

The African Union Mission in Somalia (AMISOM) has provided examples that have shown that the reliance on unpredictable sources of funding has been a disincentive to potential troop-contributing countries, who are understandably reluctant to commit to missions that they see as under-resourced, especially when that is accompanied by a lack of any guarantee of sustained reimbursement of resources. The proposed establishment of a trust fund as one of the secondary sources of funding is welcome. However, that requires that issues of the predictability and sustainability of such a fund be addressed. The management of the proposed trust fund would also need further elaboration, with a view to creating a management system that is flexible, transparent and rapid.

The establishment of a predictable, sustainable and flexible financing mechanism for United Nations-mandated peacekeeping operations undertaken by the African Union is important. Since the AU acts on behalf of the United Nations Security Council in accordance with Chapter VIII of the United Nations Charter, it is imperative that the primary source of funding for peacekeeping operations be United Nations-assessed contributions. That underscores the collective responsibility provided for in the Charter.

Finally, I wish once again to commend the panel for the report. Peacekeeping is and remains an essential and indispensable tool available to the United Nations in the maintenance of international peace and security. Its viability and effectiveness will be greatly enhanced if there is closer cooperation and coordination between the United Nations and the AU. The debate today is part of a process, and Uganda will continue actively participating in this process in order to identify feasible actions that can ensure timely intervention so that conflicts, particularly in Africa, can be prevented and many precious lives saved.

Uganda subscribes to and supports the Libyan-initiated presidential statement, which, we think, would be a logical outcome to this important debate.

Ms. Rice (United States of America): I wish to begin, Sir, by welcoming you as the new Permanent Representative of Libya and congratulating you on your assumption of the Chair as President of the Council for this month.

I also want to thank Prime Minister Prodi for his leadership and to thank the other members of the African Union-United Nations panel for their valuable discussion of ways to strengthen the African Union's capacity to organize more effective peacekeeping operations. I am pleased to welcome here as well today Foreign Minister Zuma of South Africa and African Union (AU) Commissioner Lamamra, who have both made enormous contributions in this field.

We are glad to have this chance to discuss ways to further deepen the important partnership on

peacekeeping between the United Nations and the African Union, a partnership that we steadfastly support and one that lets both the United Nations and the AU do far more than either could do on its own. We look forward to further efforts to ensure that the two organizations coordinate smoothly and draw upon their own unique strengths.

In the past, United Nations partnerships with the AU and other, subregional, organizations such as the Economic Community of West African States (ECOWAS) have helped end conflicts and protect vulnerable civilians. The question today is how best to build upon those successes, carry out peacekeeping operations more effectively and promote peace and stability across the continent.

Africa's needs are great, but so are the contributions that Africans have made for many years to keeping the peace. We salute the many African countries that have contributed troops and otherwise supported peace operations across the continent — and, indeed, beyond the continent. And in particular we recognize the ongoing courage of the African Union's decision to become the first body to deploy troops to Darfur when the situation there was and is at its most uncertain, unstable and risky. Tragically, this week's further loss of life has reminded us again how brave the troops of the African Union-United Nations Hybrid Operation in Darfur are and how crucial their life-saving mission is.

We also want to express thanks for and acknowledge the extraordinary contributions and sacrifices of the Governments of Uganda and Burundi as they play a crucial role in the African Union Mission in Somalia (AMISOM), where the circumstances are indeed dangerous and where lives have been lost.

Reading the report before us today (S/2008/813) suggests several important steps forward. Let me discuss a few of them briefly.

First, we should work together to further enhance the AU secretariat's capacity to plan, manage and sustain peacekeeping operations in the field over the long term. My Government also encourages the secretariats of both the United Nations and the African Union to share the burden of planning for joint operations and to further develop mechanisms to make coordination on joint missions easier and smoother.

Secondly, as the panel as noted, peacekeeping is not the only tool, or even always the best one, to handle every conflict. The panel recommends that the African Union also increase its capacities in the areas of conflict prevention, crisis management and post-conflict peacebuilding and stabilization. We welcome that call.

Thirdly, we are pleased to note that the panel has recommended that a trust fund mechanism be created to coordinate donor assistance to the ongoing project of stronger African Union peacekeeping. The United States encourages donor nations to join in assisting the AU, either through a trust fund or through bilateral programmes.

Fourthly, we must recognize how seriously peacekeeping ventures in Africa can be undermined by insufficient resources. This is indeed a major challenge, and we hope we can work together to look at ways to do better in the future. The United States has already taken a leading role in the effort to build up Africa's peacekeeping capacities and to support operations already in the field. Starting with the African Crisis Response Initiative in the 1990s and United States training and equipment support for African contingents that deployed then to the United Nations Mission in Sierra Leone, the United States has led efforts to help build African peacekeeping capacity.

Just since 2005, we have trained and equipped more than 68,000 African peacekeeping troops from 22 countries through the Global Peace Operation Initiative's African Contingency Operations Training and Assistance programme. These troops have joined in peacekeeping missions across the continent under the auspices of the United Nations, the AU and subregional organizations such as ECOWAS. Since 2005, through Global Peace Operation Initiative's programmes amounting to more than $7 million, the United States has provided funding, equipment, advisers and technical assistance to help the AU and ECOWAS secretariats build up their peacekeeping capabilities. We have also extensive materiel, logistical and technical support to AU peacekeeping forces in Darfur and Somalia.

We urge our colleagues on the Council to increase significantly their bilateral contributions to AMISOM. We encourage other donors to follow suit, and we hope that additional countries will consider contributing to AMISOM to join in this important

effort. There is much more for all of us to do, but we look forward to working together to create a more peaceful, prosperous and secure Africa.

Mr. Kafando (Burkina Faso) (*spoke in French*): I wish at the outset, Mr. President, to welcome you as the new Permanent Representative of the Libyan Arab Jamahiriya to the United Nations and to thank you for having convened this meeting to consider the report of the African Union-United Nations panel on modalities for support to peacekeeping operations undertaken by regional organizations, in particular the African Union (AU), under a United Nations mandate (S/2008/813).

I am particularly pleased to welcome the presence of the Secretary-General, the delegation from the African Union, the Minister for Foreign Affairs of South Africa, and members of the AU-United Nations panel. The presence of such distinguished individuals guarantees open and fruitful discussions aimed at ensuring better interaction between the African Union and the United Nations to continue and strengthen peace and security worldwide, in particular in Africa.

Today's debate follows the 16 April 2008 meeting between the African Union Peace and Security Council and the United Nations Security Council (see S/PV.5868). It serves to strengthen our belief in the importance of close and constant relations between the two organizations with respect to the maintenance of international peace and security.

It is clear that Africa is the region most affected by crises and conflicts which are broad in their scope and which thus pose a serious direct threat to international peace and security. Unfortunately, however, despite Africa's commitment to safeguarding world peace, its action remains constrained by a limited capacity to carry out by itself long-term peacekeeping operations or operations in complex crisis situations that require multifaceted intervention.

In its resolution 1809 (2008), the Security Council was thus correct to endorse the Secretary-General's proposal that a high-level panel of experts be established to consider modalities for support to peacekeeping operations undertaken by regional organizations, in particular the predictability, sustainability and flexibility of financing for regional organizations when they undertake United Nations-mandated peace operations. In our view, the report's conclusions are clear-minded and relevant, and we reiterate our thanks to the panel.

While we acknowledge that the Security Council bears primary responsibility for the maintenance of international peace and security, it is clear today that the complexity of conflicts and threats to peace requires a collective response. In other words, the United Nations must act together with other international organizations.

Thus, the African Union and subregional organizations such as the Economic Community of West African States (ECOWAS) and the Southern African Development Community (SADC) have become engaged in conflict settlement — including in the Sudan, the Democratic Republic of the Congo, Somalia, Sierra Leone, Liberia and Côte d'Ivoire — by providing an initial response to crises before the United Nations takes over. The lessons drawn from those operations hopefully reflect the political commitment of those organizations and, above all, the objective difficulties they face in supporting long-term missions. It should be noted that the African Union has experienced some problems assuming leadership of peacekeeping operations on the continent, and the report very clearly indicates that. The handicap is not insurmountable and requires first and foremost the genuine political will of the United Nations and the African Union to engage in open cooperation in accordance with the regional arrangements recognized under the United Nations Charter.

In the context of peacekeeping, because regional and subregional organizations can be seen as decentralized initiatives of the Security Council, it would be useful to study and consider ways and means of strengthening the African Union's institutional capacities in peacekeeping and security, and to provide it with the support necessary to establish the African Peace and Security Architecture and to create a standing capacity to respond rapidly to conflicts.

Improved interaction between the Security Council and the African Union Peace and Security Council is clearly essential to making their respective peacemaking and peacekeeping activities more effective. Ultimately, as I have said, the African Union acts on behalf and in the name of the Security Council, and a judicious division of labour needs to be established between the two organizations.

While we recognize the importance of peacekeeping activities, it is equally necessary to stress prevention and mediation and to exploit the

comparative advantages of regional and subregional organizations to that end. These have the advantage not only of being able to grasp the extent of crises from the outset, but also and above all of helping to avoid ruinous spending on peacekeeping operations whose outcome is uncertain. We must continue, in the framework of effective partnership, to strengthen the mediation and settlement capacities of regional organizations, pursuant to Chapter VIII of the Charter. In that regard, the establishment of a joint African Union/United Nations mediation support team is encouraging on several levels.

In conclusion, we welcome yet again the recommendations contained in the report of the panel, which represent an important phase in the reciprocal efforts to strengthen the African Union's capacity to meet the challenges facing the African continent and to mobilize greater international support. We also appreciate the panel's approach in consulting the greatest possible number of actors within the United Nations, the African Union, the regional economic communities, the European Union and Member States, and in presenting its report cautiously and thoughtfully.

Neither the Security Council nor the regional organizations — the African Union in particular — can shirk their responsibility for peacekeeping under the relevant provisions of the Charter. They must pool their efforts and define the framework of their partnership and interventions. We wish once again to thank the Chairman of the panel, Mr. Romano Prodi, and the members of his team for their valuable contribution. We encourage Mr. Prodi to remain available to lend his experience and expertise to the process of reflection on how to strengthen the partnership between the United Nations and the African Union.

Burkina Faso thanks the Libyan presidency of the Council for its efforts to ensure the adoption of a presidential statement at the conclusion of this debate.

Mr. Jurica (Croatia): I should like first of all to congratulate you, Sir, on your assumption of the duties of Permanent Representative of the Libyan Arab Jamahiriya and to thank you and the Libyan presidency of the Security Council for organizing this important open debate.

I also thank Ms. Nkosazana Dlamini Zuma, Minister for Foreign Affairs of South Africa; Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union; and former Prime Minister of Italy Romano Prodi for their important contributions and valuable remarks.

Croatia recognizes the primary responsibility and leading role of the Security Council in the maintenance of international peace and security as the only global body mandated with that task. Nevertheless, we have all come to agree that this global task can be more effectively implemented with active engagement at the regional, subregional and national levels. Optimally, because of their interrelated nature, those three levels of responsibility — global, regional and national — should act in harmony in order to achieve peace and security, respecting the principles of subsidiarity, the clear division of labour and effectiveness. In that respect, regional organizations should assume their share of the responsibility, as appropriate, in global/regional partnership mechanisms.

I would mention that this week we have witnessed a transfer of authorities from the European Union-led peacekeeping force in Chad to the United Nations Mission in the Central African Republic and Chad — a good example of successful cooperation with a regional organization.

The African Union is an organization set to build an even more solid and permanent architecture in order to address the numerous challenges facing Africa. In that respect, the African Union is a fitting regional partner for the Security Council and the United Nations in general in the project to achieve peace and stability in the continent. The question remains how to maximize the comparative advantages of each respective partner, thus making the best use of this United Nations/African Union partnership. We would like to emphasize a couple of points in that respect.

First, any true and effective partnership must have a common vision and shared expectations of which goals can realistically be achieved. The strengthening of ties and increased contacts between appropriate United Nations and African Union structures seems like a good step towards achieving a better understanding of, among other things, each partner's role, ability and limitations. Thus, we welcome and support initiatives aimed at that goal.

Secondly, we could not agree more that the concept of conflict prevention should be strengthened and given more prominence in the work of the United Nations/African Union partnership. The United Nations has continuously built up its conflict

prevention capacities, including through the work of the Peacebuilding Commission. The African Union has also created its own preventive diplomacy mechanisms, including the Panel of the Wise and the Continental Early Warning System. All this represents a positive and most welcome development.

Thirdly, we stress the importance of capacity-building as a way of enhancing the African Union's effectiveness and efficiency as it performs tasks the organization has set for itself with respect to conflict prevention, management and resolution. In that regard, we see merit in the proposal to establish a voluntary multi-donor trust fund to address capacity-building issues.

As for the African Union's peacekeeping efforts, we firmly believe that they cannot be separated from the broader deliberations, including those initiated by the United Kingdom and France, on re-evaluating how peacekeeping in general is undertaken. Furthermore, while we agree that there is a need for more systematic, sustainable and predictable funding for the African Union's peacekeeping missions, we strongly advocate finding a viable, realistic and responsible way to deal with this challenge.

Mr. Mayr-Harting (Austria): We would ask you, Sir, to convey our congratulations to the new Permanent Representative of your country on the occasion of his assuming the presidency of the Council.

We are very grateful for the contributions made to our debate by Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union — whom I welcome to the Council — and by Ms. Nkosazana Dlamini Zuma, Minister for Foreign Affairs of South Africa. I would also like to join others in thanking President Romano Prodi for his presentation of the report of the African Union-United Nations panel (S/2008/813) and for his very able leadership in preparing it.

Austria fully supports the statement to be delivered later today by the representative of the Czech Republic on behalf of the European Union.

Austria commends the panel for the efforts it has made in addressing the key issue of enhancing support for African Union peacekeeping and in presenting recommendations in that regard. The report of the panel comes at a very timely moment. Just a few weeks ago, the Security Council began to examine key questions related to United Nations peacekeeping. At a time when operational resources are scarce within the United Nations, we must develop ways to enhance our cooperation with regional organizations such as the African Union.

Over the past few decades, United Nations peacekeeping has changed tremendously in terms of its nature and scope. Our response to the evolving challenges must be updated accordingly. Strengthening the capacities of the African Union is an essential prerequisite if the African Union is to take on a more significant burden in contributing to peace and security in Africa.

The panel has made several proposals on how to address that issue, including the development of a comprehensive plan for long-term capacity-building and the establishment of a multi-donor trust fund. Such a trust fund could help to build synergies among the efforts of various donors and thereby increase the overall impact of their contributions. It could also help to prevent possible funding gaps. African ownership should be our guiding principle in the design and implementation of such a mechanism. The positive experience gained in the context of the African Peace Facility of the European Union could serve as an example.

In its report, the panel also outlines a possible way to support African Union-led peacekeeping missions under a United Nations mandate through United Nations-assessed contributions at the very beginning of a peacekeeping mission, before rehatting by the United Nations has taken place. As I have already said, we are in favour of enhanced participation by the African Union in crisis management in Africa. Therefore, we believe that all possible options aimed at supporting African Union-led peacekeeping missions under a United Nations mandate need to be discussed and explored.

Each crisis or conflict is different. A one-size-fits-all solution is, therefore, neither possible nor effective. There might be cases in which an African Union-led operation might be more effective than a United Nations mission, or other cases in which the United Nations might decide that it is time to reduce its presence in a country and hand over to the African Union. Each of those cases might require a different support package.

The recent resolution 1863 (2009), on supporting the African Union Mission to Somalia, provided an example in which the Council took a decision based on the specific needs of that country, setting up a support mechanism through access to assessed contributions and a voluntary trust fund. I believe that members are aware of the important role that the African Peace Facility of the European Union plays in that context.

Austria looks forward to receiving the Secretary-General's assessment of the various options for supporting African Union peacekeeping. As I have said, we believe it is important that all possible options be explored. The question of putting in place adequate accountability mechanisms is also critical, and we would certainly welcome proposals by the Secretary-General in that regard. Addressing important cross-cutting issues, such as respect for international law; human rights, especially the rights of women and children, in the situation of an armed conflict; and the protection of civilians should be an integral part of our approach.

Let me conclude by saying that we are grateful to the presidency of the Security Council for having begun the discussion on this very important issue today. We look forward to continuing our deliberations on the basis of a report of the Secretary-General.

Mr. İlkin (Turkey): I would like to begin by welcoming and congratulating Mr. Abdurrahman Mohamed Shalgham, new Permanent Representative of the Libyan Arab Jamahiriya, and wishing him every success. I would be grateful, Mr. President, if you could kindly convey that message to our new colleague. I also wish to thank you for convening today's open debate on the report of the African Union-United Nations panel on modalities for support to African Union (AU) peacekeeping operations under a United Nations mandate. In addition, I would like to thank His Excellency Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union; Her Excellency Ms. Nkosazana Dlamini Zuma, Foreign Minister of South Africa; and, of course, His Excellency Mr. Romano Prodi, Chairman of the panel, for their participation in and contributions to this important and timely debate.

In today's volatile and fragile security environment, effective peacekeeping is of vital importance to the maintenance of international peace and security. In that context, there is no doubt about the role and the responsibility of the United Nations in leading such efforts. However, many United Nations peacekeeping missions throughout the world encounter certain human, material and financial constraints. Moreover, the ever-growing demand for peacekeeping around the globe, coupled with increasingly robust and demanding mandates, suggests that constraints may persist in the years to come.

Against that background, it is imperative that the United Nations enhance its peacekeeping capabilities, including by establishing new coalitions and partnerships in the area of peacekeeping. In fact, that is a commitment and a challenge that we collectively undertook under paragraph 170 of the 2005 World Summit Outcome Document (General Assembly resolution 60/1). Turkey therefore supports the call for the establishment of more effective arrangements between the United Nations and regional organizations having complementary peacekeeping capabilities.

In that context, we congratulate Mr. Prodi and other members of the panel for their thorough and analytical report on the role that the African Union can play in peacekeeping and the support that the United Nations can provide for such an undertaking. The report addresses key issues in a comprehensive way. Thus, rather than repeating them, I will just say that we concur with all the basic findings of the report, as well as with the thrust of its recommendations.

In particular, we support the panel's visionary recommendations aimed at developing a more effective partnership between the United Nations and the African Union not only on peacekeeping, but also on conflict prevention and post-conflict reconstruction. Furthermore, we share the views concerning the need to enhance African peacekeeping capabilities. The success of all such efforts requires support from the relevant United Nations bodies and organs, as well as from Member States.

The United Nations has embarked upon a comprehensive review aimed at enhancing the effectiveness of United Nations peacekeeping operations. As a matter of fact, the Secretary-General has invited the members of the Security Council and high-level administrators of the Secretariat to a retreat this weekend to discuss that issue. As a major troop- and police-contributing country, Turkey actively follows the review process. We believe that the development of an effective partnership between the

United Nations and the African Union, as well as the enhancement of the Union's peacekeeping capabilities, should constitute an integral part of that process.

One of the crucial aspects of long-term capacity-building is, of course, funding. Hence, the priority accorded by the panel to examining the difficulties in that area is well placed. Indeed, the provision of predictable and sustainable funding to support the African Union's peacekeeping efforts is of utmost importance to the success of that endeavour. We believe that the recommendations contained in the report regarding this particular aspect are of significance and merit due and in-depth consideration.

In other words, we believe that the panel's report depicts the serious challenges standing in the way of effective African peacekeeping, as well as the opportunities and prospects that it entails. Therefore, the thought-provoking recommendations included in the report with a view to overcoming those difficulties should be fully taken into account in our own review. Accordingly, we hope that, following the evaluation of the Secretary-General, a joint United Nations and African Union team can soon be established to examine these recommendations and how best to implement them.

Investing in Africans' peacekeeping capacity means investing in the security, stability and future of that great continent. It is a sound investment that will surely pay off as the African continent fully develops its own capabilities. Turkey is ready and willing to do its fair share in this regard. The rapidly developing relations between Turkey and the African countries, as evidenced by the African Union's declaration of Turkey as one of its three strategic partners, provides us ample ground to build upon, and we are committed to doing so.

Mr. Heller (Mexico) (*spoke in Spanish*): First of all, allow me to welcome the new Permanent Representative of the Libyan Arab Jamahiriya and to wish him every success during your presidency of the Council. I also welcome the presence of the Secretary-General, Mr. Ban Ki-moon; the Deputy Secretary-General, Ms. Asha-Rose Migiro; the Chairman of the African Union-United Nations panel, Mr. Romano Prodi; the Commissioner for Peace and Security of the African Union (AU), Mr. Ramtane Lamamra; and the Minister for Foreign Affairs of South Africa, Ms. Nkosazana Dlamini Zuma.

The report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations (S/2008/813) is a useful and important contribution to the task of identifying more effective ways of linking the efforts of the United Nations in the area of peace and security, in particular those of the Security Council, with those of regional and subregional organizations.

It is important to remember the inevitable regional dimension of internal conflicts. This requires the identification of appropriate strategies that define actions emphasizing compliance with international law, the peaceful solution of disputes, respect for human rights and the strengthening of the rule of law.

This [illegible]ration with regional organizations, however, is of particular relevance and clearly fruitful when it occurs within the purview of regional organizations. We must not overlook this point when we consider the role of regional organizations. Neither must we forget that different organizations serve different purposes in each of the regions — hence the advantages of exploring this option in the case of the AU.

We firmly believe that in order to achieve peacebuilding and peacekeeping in Africa, we need to work on four main issues: the resolution of conflict — that is, the establishment of peace; the promotion of economic development and of institution-building; respect for human rights; and conflict prevention through a focus on the causes of conflict and the eradication thereof.

The shared responsibility of the United Nations and the AU in achieving those goals is clear. Thus, drawing on the experience of United Nations peacekeeping missions in Africa, it is clearly important for us to have a strategic vision, shared by the AU and the United Nations, clear and viable mandates and close coordination between United Nations agencies and programmes in the field and regional and subregional organizations when a peace mission is deployed.

The link between the AU and the Security Council could be strengthened through exchanges of information, in particular the presentation of regular reports on the regional and multilateral peacekeeping operations deployed on the continent. We therefore believe that we should explore the issue of mechanisms to develop AU capacities to take timely action.

However, my country believes that these endeavours must be aimed at a lasting solution to conflict and require wide-ranging and effective measures that attack the roots of conflict and promote long-term stability in the continent.

We therefore trust that we will soon have an assessment by the Secretary-General of the report so that this Council can focus its consideration of this issue on the next steps we need to take to support AU peacekeeping operations.

Mr. Takasu (Japan): First of all, I would like to welcome the appointment of the Permanent Representative of the Libyan Arab Jamahiriya, who is a friend of ours. I thank His Excellency Mr. Prodi for the introduction of a very important report (S/2008/813). I would also like to welcome the presence of African Union Commissioner Lamamra and Ms. Dlamini Zuma, Foreign Minister of South Africa, at today's meeting. The presence of these high-level representatives demonstrates the importance that African Union members attach to this challenging issue.

The Security Council has been devoting considerable time and energy to addressing many issues of peace and stability in Africa. Therefore, it is gratifying that the African Union (AU) has been playing an increasingly important role in the maintenance of peace and security on the African continent. We commend the efforts undertaken by African countries.

It is important for the United Nations to make full use of the strength and advantage of regional organizations whenever appropriate, consistent with Chapter VIII of the United Nations Charter. We concur on the need to reinforce practical cooperation between the United Nations and the AU. More specific steps should be taken to strengthen cooperation between the United Nations Secretariat and the AU Commission. We should also further promote the existing good cooperation between the Security Council and the AU Peace and Security Council.

The cooperation between the Security Council and regional organizations should be developed in a way that reflects the principle that the Council has the primary responsibility for the maintenance of international peace and security, according to the Charter. In particular, when peacekeeping operations that are initiated and led by regional organizations are considered for transfer to United Nations peacekeeping operations, the United Nations and the relevant regional organizations must start early-stage consultation, coordination and information sharing.

Japan has promoted the enhanced peacekeeping capabilities of African countries, the AU and regional organizations. The Security Council should encourage the international community and mobilize traditional and new, unconventional donors to continue to extend support for the capacity-building of AU headquarters, AU peacekeeping operations and individual Member States that are troop-contributing countries.

The importance of capacity-building through better training and better equipment cannot be overemphasized and should be given particular attention. At the fourth Tokyo International Conference on African Development, held in Japan this past year, support for capacity-building of African peacekeeping efforts was stressed as an essential element of the consolidation of peace and stability in Africa. We therefore welcome the ongoing efforts made by the AU support team within the United Nations Secretariat. Japan will continue to provide its assistance to support training centres for peacekeeping operations in many African countries.

The most crucial factor for effective action is African ownership, and we welcome the growing commitment to that on the part of the AU. In this respect, it is interesting to note the recommendation contained in the panel's report to establish a system for financial support for peacekeeping operations through AU-assessed contributions.

We recognize the panel's emphasis on the fact that one of major constraints is resources — how to secure predictable, sustainable and flexible resources. We naturally welcome initiatives by regional organizations such as the AU to maintain regional peace and security. However, an authorization given by the Security Council for such an operation itself is meant for activities of regional organizations and does not automatically qualify for financial support by the United Nations.

In our view, we need to clarify practical, legal, administrative and financial aspects. We should also study the matter further to determine what would be credible and realistic conditions in order for such support to be made available. When it comes to the use of the assessed budget of the United Nations, we must

stress the importance of respecting the established rules and mechanisms of the United Nations. As clearly stated in the Charter of the United Nations, including in Article 17, only the expenses of the United Nations itself shall be borne by Member States through assessed contributions. We should also consider how to ensure accountability and transparency in a credible manner, on the part of the United Nations Secretariat and also on the part of the African Union.

With regard to the possibility of establishing a trust fund based on voluntary contributions, we should examine the relationship with existing mechanisms and the modalities for effectively managing, planning for, implementing and evaluating the fund.

We take note of the many interesting ideas presented in the panel's report. We are committed to supporting the African Union and other regional organizations in Africa and we are ready to consider carefully every feasible option.

The panel's report addresses a wide variety of issues that will require detailed technical consideration. We believe it would be useful to set the priorities and timeframe for the Council's review. In that regard, we appreciate the Secretary-General's assessment and analysis of the panel's recommendations, on the basis of which the Security Council should examine the most appropriate way to follow up the recommendations.

Finally, let me reiterate that peace and security in Africa are fundamental to the continent's economic and social stability. Japan, mindful of that overriding imperative, continues to promote peace and security in Africa and support for the efforts of the African Union and subregional organizations. In that regard, we attach particular priority to enhancing Africa's peacekeeping capabilities, strengthening the African Peace and Security Architecture, funding issues and an effective peacebuilding strategy.

Mr. Urbina (Costa Rica) (*spoke in Spanish*): I should like to begin by warmly welcoming to New York the new Permanent Representative of the Libyan Arab Jamahiriya. I would also like to express my gratitude for the way that you, Ambassador Dabbashi, have guided the work of the Council during the time you have been responsible for representing Libya. I would also like to welcome the participation of the Secretary-General and the presence among us of Deputy Secretary-General Migiro; the Foreign Minister of South Africa; the Chairman of the African Union-United Nations panel, Mr. Romano Prodi; and the Commissioner for Peace and Security of the African Union, Mr. Lamamra.

The international collective security system will not be able to ensure observance of the principles of international law unless it enjoys the active participation of regional and subregional organizations. Including them in the process of creating an international environment conducive to harnessing national efforts in ensuring the development and well-being of peoples is an imperative of our day. That was the message that Costa Rica wanted to impart last November when it organized an open debate on strengthening collective security mechanisms, reducing military expenditures and increasing spending on social development (see S/PV.6017). The first and most important contribution that regional organizations can make to international peace and security is to actively participate in establishing an environment in which rights are respected, obligations honoured and all members participate in extending international guarantees as to the sovereignty and territorial integrity of States.

History has indisputably illustrated the value of the participation of regional organizations and arrangements in preventing conflicts and resolving them peacefully. Geographic proximity, shared history and cultural affinities have always been extremely valuable to international efforts to prevent conflict. For instance, is it not the case that peace in Kosovo was facilitated by the regional effort that led to the Rambouillet Accords? Was not last year's tension between Thailand and Cambodia eased as a result of the efforts of their regional partners in the Association of Southeast Asian Nations? Was not the peace that was achieved in Kenya following the tension during the elections the result of the decisive intervention of that country's African friends? My own country's decision not to possess an army was only ratified following the intervention of our regional body to guarantee our peace and territorial integrity. The whole world of the past 50 years provides numerous examples that confirm the decisive contributions of regional organizations.

In addition to their contribution in the prevention and peaceful resolution of conflicts, regional organizations can also play an indispensable role in focusing attention on a conflict early on. Often, the cumbersome machinery of the United Nations lacks the

necessary flexibility to act in the early stages of a conflict. In addition, it is also frequently the case that decisive action by regional and subregional organizations is successful in ending a conflict before it can have devastating effects.

Those examples of the real and potential contributions of regional organizations inform our meeting today. As the debate last April (see S/PV.5868) illustrated, this is not an easy subject. However, the current circumstances and the direction that the international Organization is taking compel us to begin to design new models for cooperation between the United Nations and regional organizations. It is no surprise that it was the African Union that once again raised an issue that has always been on the agenda. The attention that the international community pays to conflicts in Africa, as well as the growing desire of Africans to contribute to resolving them, albeit with very limited resources, make it very urgent for the Security Council to consider this issue.

The report before us today (S/2008/813) constitutes an important step forward on a long road that requires us give up old habits and think creatively about how to solve new problems. Costa Rica firmly believes that cooperation between our two organizations must go far beyond merely agreeing on support packages to provide African forces with boots, bulletproof vests, communications equipment and light weapons, as we did recently with regard to Somalia.

Cooperation between the United Nations and the African Union is of strategic importance. We must move ahead with identifying responsibilities and modalities for cooperation. To that end, it is necessary to increase and improve the quality of communication at all levels. It will not be an easy process; nor will it produce results very quickly.

Costa Rica appreciates the report of the joint panel as a tool to identify goals and make recommendations, which must now be the subject of a great deal of consideration, analysis and dialogue. In order to arrive at the needed answers, we must continue to build up experiences and learn lessons. A detailed examination of the experience of the African Union-United Nations Hybrid Operation in Darfur and of the process launched by resolution 1863 (2009) on Somalia will undoubtedly contribute to the consideration of this issue.

Everyone knows that financial cooperation issues will be the most difficult to resolve. Our previous meeting on this issue identified potential significant differences in that regard. Such differences are inevitable. My Government is carefully considering the recommendations made by the panel in that connection. We look forward to the Secretary-General's recommendations in order that we can contribute to developing greater cooperation with the African Union.

Despite the fact that the report clearly establishes the need to build this ad hoc relationship without creating a precedent, my delegation believes that strengthening the relationship with the African Union must go hand in hand with the construction of more flexible and effective models for cooperation with other regional and subregional organizations throughout the world. In the last analysis, what we are building is not a link that will result in preferential treatment for one particular organization; rather, we are bolstering multilateralism and the international collective system of security in our world.

Mr. Zhang Yesui (China) (*spoke in Chinese*): I would like to thank you, Sir, for presiding over today's open debate and to avail myself of this opportunity to welcome you in your new post as the Permanent Representative of the Libyan Arab Jamahiriya. I would also like to welcome Ms. Zuma, Minister for Foreign Affairs of South Africa, and Mr. Lamamra, Commissioner for Peace and Security of the African Union (AU), to our meeting today. I would also like to thank Mr. Prodi and the African Union-United Nations panel of eminent persons under his leadership for the report they have submitted (S/2008/813). The report's recommendations on strengthening the peacekeeping capacity of the AU merit careful consideration.

The world today is confronted with more and more challenges. As Africa is the region with the greatest concentration of wars and conflicts, achieving peace and security in Africa has become one of the most immediate and pressing challenges facing us. Maintaining peace and stability on the African continent is not only in the interests of African countries and peoples, but also in the common interest of the international community as a whole.

The Security Council is entrusted with the primary responsibility for the maintenance of international peace and security. The Council has

invested an enormous amount of energy in Africa; 60 per cent of the items on its agenda relate to the continent, and nearly half of the Council-mandated United Nations peacekeeping operations are deployed there.

We are satisfied to note that the AU has played an increasingly important role in maintaining peace and stability in Africa and in settling African conflicts, serving as a beneficial and strong complement to the work of the Security Council. It is therefore both the widely shared aspiration of the African countries and a practical need for the Council's work to further strengthen the cooperation between the United Nations and the African Union.

We are all in favour, of a closer partnership between the African Union and the United Nations. This partnership should oe built on a stable yet flexible basis. While ensuring its own authority, the Security Council should give priority consideration to supporting the key role of the AU in conflict settlement and should heed the views and suggestions of the Union, including by paying more attention to African Union voices on questions such as Darfur, the Sudan and Somalia.

This partnership should be equal and mutually complementary. The United Nations and the African Union each have comparative advantages in addressing African hot spot issues. If the two sides strengthen coordination on the basis of mutual respect and mutual complementarity, and if they make joint efforts to respond to the various challenges faced by the African continent, this will greatly enhance the overall effectiveness of the international community's efforts to address African conflicts.

We support finding more reliable means of funding for African Union peacekeeping operations as part of our effort to provide predictable resource guarantees. While the AU has the strong political will to respond to conflicts in Africa, it finds it hard to play its role fully and put to use its unique advantages, because of logistical and financial constraints.

The recommendation in the report of the African Union-United Nations panel of eminent persons on establishing a new financing mechanism merits further study by all parties concerned. In recent years, the United Nations has worked to strengthen African Union peacekeeping operations in places like Darfur, the Sudan and Somalia; this has been broadly welcomed by the international community. We support the enhancement of capacity-building in the area of peacekeeping for the African Union and hope that the United Nations will scale up cooperation with the AU in areas where the Organization has advantages, such as personnel training, institution-building, information-sharing, resource management and logistics support, so as to effectively implement the United Nations Ten-Year Capacity-Building Programme for the African Union.

We also encourage other donors to continue to commit themselves to strengthening the African Union's peacekeeping capacity. We support putting the strengthening of the peacekeeping capacity of the African Union on the list of priority areas in the United Nations peacekeeping reform agenda.

Currently, United Nations peacekeeping operations are confronted with such daunting challenges as overexpansion, low efficiency and inadequacy of resources. Thus, strengthening the African Union's peacekeeping capacity will not only increase the efficiency of peacekeeping and save resources, but will also enhance Africa's sense of ownership and the capacity to take the destiny of the continent into Africans' own hands. It is necessary for us to study ways to achieve the optimal combination of the two, so that United Nations peacekeeping can be advanced through strengthening the peacekeeping capacity of the AU, and so that Africa can benefit from United Nations peacekeeping reform and improve its overall peacekeeping capabilities.

Mr. Le Luong Minh (Viet Nam): Mr. President, at the outset, I would like to extend to you my most heartfelt congratulations on your appointment as the new head of the Libyan delegation. I thank the Libyan presidency for convening this important debate of the Security Council. I welcome the participation of Secretary-General Ban Ki-moon; the Chairman of the African Union-United Nations panel, Mr. Romano Prodi; the Commissioner for Peace and Security of the African Union, Mr. Ramtane Lamamra; the Minister for Foreign Affairs of South Africa, Ms. Nkosazana Dlamini Zuma; and other distinguished individuals from the African Union. I thank them for their contributions. We align ourselves with the statement to be delivered by Ambassador Abelardo Moreno Fernández of Cuba on behalf of the Non-Aligned Movement.

As the highest body of the United Nations entrusted with the primary responsibility for maintaining international peace and security, the Security Council has, for the past 60 years, played an indispensable role in resolving international conflicts and disputes, especially on the African continent. The fact that half of the 63 United Nations peacekeeping missions have been deployed in Africa since 1948 may reflect the unique relationship between the United Nations and Africa in the area of peacekeeping. Endowed with their distinct knowledge of and experience in tackling issues of their own region, the African Union and African subregional organizations have many comparative advantages in dealing with conflict situations in Africa, while, as defined by the Charter of the United Nations, the Security Council plays a leading role in maintaining international peace and security. In the face of the prevalence of threats to peace and security in Africa, enhancing the partnership and cooperation between the United Nations and the African Union has been and continues to be imperative.

The transition from the Economic Community of West African States Mission in Liberia to the United Nations Mission in Liberia, the deployment of the African Union-United Nations Hybrid Operation in Darfur, and the upcoming establishment of a United Nations peacekeeping mission in Somalia as the follow-on force to the African Union Mission in Somalia, the Security Council's adoption of resolution 1809 (2008), the meeting with the AU Peace and Security Council last April (see S/PV.5868) and the prompt establishment of the African Union-United Nations panel last September all testify not only to the necessity but also to the viability of this cooperation.

By unanimously adopting resolution 1809 (2008), the Council demonstrated a strong determination to elevate its partnership with the African Union to a higher level. We strongly support the Council's and the African Union's shared objective of enhancing the predictability, sustainability and flexibility of financing regional organizations operating under a United Nations mandate. We also support the ongoing effort to search for modalities to strengthen the relationship between the Council and the African Union Peace and Security Council as well as between the United Nations Secretariat and the African Union Commission.

Recent developments in conflict areas in Africa have shown that much remains to be decided if lasting peace and stability are to be achieved on the continent. Both the successes and failures of United Nations-led peacekeeping operations in Africa have highlighted the importance of enhancing the ability of the African Union to carry out United Nations-mandated peacekeeping operations. It is noteworthy that, while peacekeepers in Africa account for 75 per cent of the total number of United Nations peacekeepers deployed worldwide, only 40 per cent are drawn from African troop contributors. As the African Union-United Nations panel report indicates, the principle of African ownership should be further enhanced. To that end, implementation of the 10-Year Capacity-Building Programme for the African Union approved at the 2005 World Summit should be expedited.

We commend the United Nations panel for its report issued last December, which contains many useful recommendations, especially those relating to capacity-building, logistical capacity funding, financing and division of responsibility. While awaiting further assessment, we support the widely shared opinion that, in defining the division of responsibility, the creation of the perception that the United Nations is subcontracting peacekeeping to the African Union should be avoided. That is imperative in order to bring into full play the African Union's comparative strategies, enhance its capacities, avoid overlapping and ensure the sustainability of the partnership between our two organizations.

Finally, as on any other continent, but more so, the root causes of conflict in Africa are political and social antitheses, violations of human rights, absolute poverty and, very often, foreign interference and aggression, which must be addressed in a coherent and comprehensive manner.

It is the view of my delegation that the division of responsibility among United Nations bodies in cooperation with the African Union in order to eliminate those root causes could also be clarified.

Sir John Sawers (United Kingdom): I join others in welcoming you, Sir, to this Council, congratulating you on becoming the Permanent Representative of Libya and, in particular, on assuming instantly the role of presidency of our Council. You are very welcome here, Sir.

I also extend my thanks to Mr. Prodi and his panel for the hard work they have put in to the report (S/2008/813) we are discussing today. It is a particular

pleasure to welcome Mr. Prodi here today, as well as the Minister for Foreign Affairs of South Africa and Ambassador Lamamra from the African Union.

Peacekeeping is central to the work of the United Nations and in recent years we have seen a rapid growth in the scale and complexity of the missions undertaken by the international community. The United Nations has been central to meeting this demand, but the regional and subregional organizations have played an increasingly important role within the framework of Security Council mandates.

No organization has done more than the African Union. I applaud its efforts, not only as a peacekeeper in Burundi, the Sudan and Somalia, but also for creating the conditions for recovery in Sierra Leone, Liberia and elsewhere. In Kenya, the African Union played a crucial role in supporting Kofi Annan's mediation following the post-election violence. Since the Kenya crisis a year ago, Africa has faced a disturbing number of examples — in Guinea, Guinea-Bissau, Zimbabwe and today Madagascar — where power is decided by force and violence rather than in accordance with constitutional requirements. Many other African countries, not least the Sudan, face serious problems of poor governance and lack of respect for national and international law. Those cases all increase the burden on the African Union to uphold the rule of law and constitutionality in Africa, and it deserves our support in its efforts to address those problems.

The United Nations-African Union joint Declaration of November 2006 and the Africa-European Union Strategic Partnership, backed by the European Union's African Peace Facility, are important contributions to building a better global peace and security architecture. The United Kingdom is playing a full part in that. We are helping to develop African peacekeeping capability through assistance in training thousands of troops and support to the African Standby Force. We are also supporting African Union operations in the field. The United Kingdom has already provided some £5 million to the African Union Mission in Somalia to support its crucial role in that country, and we are working to ensure that the peacekeeping mission receives further funding in the weeks ahead. We are committed to supporting the African Union and its growing peacekeeping role.

Security Council resolution 1809 (2008) stressed the need for the United Nations to develop effective partnerships, in particular with the African Union, under Chapter VIII of the Charter. The Security Council, of course, retains the primary role in international peace and security and nothing can detract from that, but we want to see the relationship between the United Nations and the African Union enhanced, and that includes further work on how best to provide reliable and sustainable funding for African Union peacekeeping.

As my Prime Minister Gordon Brown noted in the debate which preceded the adoption of resolution 1809 (2008) (*see S/PV.5868*), all those involved need to reach agreement on a way forward. A pragmatic approach is necessary to assure that we find a workable solution. The report of the panel led by Mr. Prodi makes an important contribution to that work. I would highlight the need for a shared strategic vision between those involved in the maintenance of peace and security, the need for increased African Union capacity to manage operations at the headquarters level, the need for more effective logistics support and the need for a more coordinated approach to capacity-building.

Those important issues require further debate and further work. We look forward to hearing the Secretary-General's views, taking into account the full range of financing options, in particular the need for start-up and early sustainment costs. One solution may well be a multi-donor trust fund for African Union operations, an idea that the United Kingdom has advocated before. The voluntary nature of such a trust fund would make it widely acceptable and encourage new donors to play a part. It would also help provide secure funding for an African Union rapid deployment capability.

We welcome this debate today as another important step forward for the partnership between the United Nations and the African Union. Once again, we thank Mr. Prodi and his panel for their work and we support the presidential statement that the Libyan delegation has negotiated. We look forward to the Secretary-General's forthcoming report. I hope we will also have an opportunity to consider these issues during the forthcoming Security Council mission to Africa.

Mr. Ripert (*spoke in French*): I wish at the outset to welcome you, Sir, and to assure you of the full

cooperation of my delegation, on which you may count. I also wish to thank the Secretary-General and Mr. Romano Prodi, Chairman of the panel, for their statements, as well as all the other speakers. I am grateful to the Secretary-General for having established the panel and for having briefed us on the report (S/2008/813), and to the Libyan presidency for having organized today's debate, at which the Minister for Foreign Affairs of the Republic of South Africa has honoured us with her presence.

Nearly 18 months ago, the President of the French Republic led a Security Council meeting at the level of heads of State and Government on the topic of Africa and challenges to international peace and security. That meeting enabled us, inter alia, to underscore the key role of the African Union in that area. That role has since been further strengthened through numerous interventions both to prevent crises and to help resolve them. France and the European Union are and have long been fully involved in helping the African Union to enjoy the necessary resources to meet those challenges.

Naturally, I fully associate myself with the statement to be made by the representative of the Czech Republic on behalf of the European Union, which I would recall is the top financial partner of the African Union. The African Peace Facility of the European Union alone has allocated for €440 million since 2004, and a further €300 million for the next three years.

We support the African Union in the operations it leads. We endorse the strengthening of its structural capacities, the building of an African Peace and Security Architecture and the formation of an available and trained African Standby Force, to which France, together with Italy in particular, provides major operational support. France supports nearly 20 African regional training centres throughout the continent.

Moreover, the European Union has established with the African Union a genuine strategic partnership in the field of peace and security. I take this opportunity to recall that the emergence of the European Union's foreign security and defence policies, which has enabled it to become effectively involved on the African continent in peacekeeping missions, makes it a reliable and trustworthy partner both for the United Nations and for the African Union.

The report (S/2008/813) before us today represents one phase of a process. In effect, the Security Council will have to incorporate three elements into its consideration. The first is a general approach. The panel has presented guidelines on how to ensure better support to African Union operations. The Security Council must study in detail the recommendations that the Secretary-General will present to it in that regard. On issues of organization and financing, its expertise is irreplaceable.

The second element is how to implement the support sanctioned by the Security Council to the African Union Mission in Somalia (AMISOM). Resolution 1863 (2009), which we adopted in January, requested the Secretary-General to set up a trust fund to support AMISOM and the joint Somali security forces, and sanctioned the principle of a logistical support package to AMISOM financed by the United Nations. It is vital to concretely implement those measures. The Secretary-General has started to do so. We would hope that he also takes stock of that in his next report to the Security Council.

The third and last element is the need to take into account the consideration that the Security Council has just begun, at the initiative of France and the United Kingdom, on peacekeeping operations in cooperation with all other relevant actors of the United Nations system. Earlier, the Secretary-General reminded us of the United Nations system's joint study of peacekeeping operations that he has just undertaken.

At a time when the number of United Nations operations and troops is rapidly increasing, the Organization must collectively consider how to improve the efficiency of the peacekeeping operations and to harmonize peacekeeping, peacebuilding and development more effectively in the field. Peacekeeping forces cannot do everything.

Our first step, therefore, is to consider in detail the recommendations of the Secretary-General. However, at this stage France would like to give some general indications on how we could advance the process together. We must reconcile the necessary support to the African Union with the principle of the universality of the United Nations and with the special role that the Charter entrusts to the Security Council.

That has two types of consequences. First, in the political field, there can be no sharing of a priori roles that would lead to regionalization in maintaining

international peace and security. Clearly, the African Union has a central role to play, but the Security Council has the responsibility to act every time that it deems it necessary. Moreover, we must be careful to avoid a formalization or institutionalization that paralyses our relations. It is in the field that we must strengthen those relations.

With regard to financing, we share the objective to achieve permanent financing for African Union peacekeeping operations, but recourse to mandatory contributions of the United Nations does not seem a good solution to us. For reasons of effectiveness and responsibility, the organization that finances the budget of an operation must control it and head its chain of command. Beyond that, we cannot ignore the severe constraints on the financing of the United Nations itself, which face a growing burden with an annual budget of nearly $8 billion to finance peacekeeping operations.

However, there are promising avenues, such as the establishment of a global standing trust fund with resources that can be readily mobilized, financed by voluntary contributions and set up to attract additional funds, in particular to meet needs not fully assessed at this stage, such as those directly linked to military equipment.

To conclude, I would like again to welcome the efforts of the panel chaired by Mr. Romano Prodi. Beyond the few differences noticeable today, it is necessary to stress that we are debating not the principle of how but the best way in which to support African Union peacekeeping operations and the African Union itself. France thanks the Secretary-General for the first indications that he has given us today, and we will study in detail and with great interest the report that he will submit to the Security Council on this issue in the coming months.

The President (*spoke in Arabic*): I shall now make a few remarks in my national capacity.

At the outset, I would like to express my gratitude to all speakers for their kind words to me and my country, and to His Excellency the Secretary-General for joining us at this important meeting. I also wish to thank Mr. Romano Prodi for presenting the report (S/2008/813) of his panel; Mr. Ramtane Lamamra, Commissioner for Peace and Security of the African Union, for his valuable contribution; and Ms. Dlamini Zuma, Minister for Foreign Affairs of South Africa, for her presence here today and for her significant contribution to our debate.

Today, we are meeting to discuss the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations. This discussion is particularly significant in the light of the specific recommendations of the panel chaired by Mr. Prodi, and because peacekeeping operations in general, and those of the African Union in particular, face serious challenges that must be addressed quickly. All of us here today agree that the greatest challenge peacekeeping operations face is the growing demand for those operations amid a significant shortage of personnel and financing.

The first aspect — the shortage of personnel — is in fact linked to the second, the shortage of financing. We know that many African States are ready to contribute troops to peacekeeping operations if they are provided with the necessary financing, equipment and weapons in compliance with United Nations standards. Then there is the African Standby Force, which is expected to be operational by the middle of next year. This is a significant step for peacekeeping, and we should begin now to provide it with steady support, especially given the possible need for its rapid deployment to address urgent events.

Africa suffers from conflict, poverty and disease. It sorely needs the support of the international community in achieving security and stability, promoting development and combating poverty and disease. The money spent on war throughout the world is many hundreds of times the amount needed to enable Africa to maintain and build peace and achieve development.

We are disappointed that to date the African Union Mission in Somalia (AMISOM) has been unable to gain sufficient support from the international community to ensure its full deployment. The forces currently deployed have not received weapons and equipment in accordance with United Nations standards, despite the fact that promises have been made. We regret that one AMISOM troop-contributing country is seriously considering withdrawing its troops because they are unable to protect themselves.

It is therefore our hope that the Security Council will soon agree to transform the African Union Mission in Somalia into a United Nations mission. The security and humanitarian situation requires this, and, morally

speaking, the United Nations cannot fail to engage in peacekeeping in Somalia at a time when millions of Somalis are suffering from homelessness, poverty and disease.

The report before us today contains practical recommendations for supporting peace in Africa. These merit a Security Council consensus on the right mechanisms to implement them. To our mind, it is important that Mr. Prodi remain involved in the process of implementing the panel's recommendations, with a view to strengthening the capacity of the African Union to deploy peacekeeping forces, with reliable, sustainable and predictable resources at its disposal. We believe that the best way to achieve that is to implement the recommendations set out in paragraph 90 of the report.

I now resume my functions as President of the Security Council.

I give the floor to the representative of Cuba.

Mr. Moreno Fernández (Cuba) (*spoke in Spanish*): I have the honour to address the Security Council on behalf of the 118 States members of the Non-Aligned Movement (NAM).

First of all, Mr. President and my friend, I would like to welcome you as you assume your responsibilities as Permanent Representative of the Libyan Arab Jamahiriya to the United Nations and to express our appreciation to your country for organizing this important debate and for its outstanding work in the presidency of the Security Council. I wish also to pay tribute to Their Excellencies Mr. Romano Prodi, Mr. Ramtane Lamamra and Ms. Nkosazana Dlamini Zuma for their statements, which were clearly of the highest interest to the members of our Movement.

Today's debate is a welcome endeavour in our joint quest to advance cooperation between the United Nations and the African Union. I thank the African Union-United Nations panel for its report on modalities for support to African Union peacekeeping operations (S/2008/813), which it submitted in accordance with Security Council resolution 1809 (2008).

The non-aligned countries, which currently provide more than 80 per cent of peacekeeping personnel in the field, including personnel from African countries, wish to reiterate their support for continuing efforts to strengthen African peacekeeping capacities. In that context, the Movement emphasizes the importance of implementing the Joint Action Plan for United Nations support to African Union peacekeeping in the short, medium and long term, focusing primarily on collaboration in the areas of conflict prevention and peacekeeping, in particular assistance to the development of an African Standby Force.

The Non-Aligned Movement takes this opportunity to underline the need to enhance and clarify the strategic relationship between the United Nations and the African Union, specifically between the United Nations Security Council and the African Union Peace and Security Council, and between the United Nations Secretariat and the African Union Commission, as the basis for a more efficient partnership in addressing issues of mutual interest.

We subscribe to the recommendation of the panel's report that in defining the division of responsibility, it is important not to create the perception that the United Nations is subcontracting peacekeeping to the African Union. The objective should be to maximize the African Union's strengths in terms of its contribution to conflict prevention and mediation, and its capacity to undertake peacekeeping operations in conformity with Chapter VIII of the Charter.

The Movement shares the view that resources should be made available to peacekeeping operations carried out by African Union in a sustainable and predictable manner without undermining the value of the flexibility needed to respond quickly to crisis.

Non-aligned countries recognize the need to support the African Union in developing the institutional capacities which will enable it to implement its mandate in a coordinated and appropriate manner, in particular the need to build integrated capacities to plan, manage and support conflict-prevention and peacekeeping activities in Africa in close cooperation with the Department of Peacekeeping Operations.

The Movement would like also to underscore the need to identify innovative financial and logistical support mechanisms that focus on the requirements of the African Union at the continental level. In this regard, the Movement takes note of the financial mechanisms proposed by the African Union-United Nations panel and looks forward to receiving further information on their implementation.

We stress the importance of close coordination among all international partners and donors supporting African Union peacekeeping capacity-building, including the necessary support for the creation of effective and appropriately funded training programmes.

The Non-Aligned Movement strongly believes that the primary responsibility for the maintenance of international peace and security rests with the United Nations and that the role of regional arrangements should be in strict accordance with Chapter VIII of the Charter and should not in any way be a substitute for the role of the United Nations or circumvent the full application of the guiding principles for United Nations peacekeeping operations.

In that connection, the Movement reiterates that the establishment of any peacekeeping operation or extension of the mandate of existing operations must strictly respect the purposes and principles of the Charter of the United Nations, as well as the basic principles governing such operations: consent of the parties, the non-use of force, except in legitimate self-defence, and impartiality.

Peacekeeping operations must not and cannot be used as a substitute for dealing with the root causes of conflict, but should address them in a consistent, well-planned, coordinated and comprehensive manner, together with other political, social, economic and development instruments.

The Movement of Non-Aligned Countries reaffirms the need to establish a logistics base to support United Nations peacekeeping in Africa, since most United Nations peacekeeping activities are carried out there. That would further increase the deployment of missions in Africa, thus ensuring cost-effectiveness and supporting capacity-building of the African Union in the area of peacekeeping operations.

Permit me to conclude by emphasizing that Africa's challenges are multidimensional and cannot be addressed separately. The issues of conflict prevention and resolution and peacekeeping are inextricably linked to sustainable social and economic development.

Finally, we hope that this debate will contribute to the adoption of concrete and appropriate measures to strengthen the relationship between the United Nations and the African Union.

The President (*spoke in Arabic*): I now call on the representative of Brazil.

Mrs. Viotti (Brazil): I would like to extend our greetings to you, Sir, as you assume your duties as Permanent Representative of Libya to the United Nations as well as in the presidency of the Council for the month of March. I thank you for the initiative of convening this timely debate, which is of great interest to all of us. I appreciate the presence of and the statements made by the Secretary-General, Minister Dlamini Zuma and Mr. Lamamra, Commissioner for Peace and Security of the African Union. This high-level attendance only confirms the importance of the matter before us today.

I wish to express my appreciation to Mr. Romano Prodi for his leadership in conducting the work of the panel on modalities for cooperation between the United Nations and the African Union in support of United Nations peacekeeping operations. We appreciate the extensive consultations with Member States, which added to the already sharp perception of the panel. We believe that the panel's report (S/2008/813) is a powerful instrument for building a shared strategic vision on an enhanced partnership between the United Nations and the African Union.

In recent years, the United Nations has faced an increasing number of challenges in the field of peace and security. Peacekeeping operations have become more complex. African countries and regional organizations have repeatedly stepped forward and expressed their willingness to shoulder increased responsibility in our common effort to keep peace. Such was the case in Darfur, Somalia and Côte d'Ivoire, among other places. That commendable attitude must be met with an equal willingness on the part of the United Nations to provide the necessary support.

The importance of cooperation with the African Union and with African subregional organizations was reaffirmed at the level of heads of State and Government when the Council met last April under the South African presidency (*see S/PV.5868*) and adopted resolution 1809 (2008). Before that, at the 2005 World Summit, the heads of State and Government of the entire membership of the Organization had supported the idea of enhanced cooperation. The report before us gives concrete form to that common objective.

The cooperation between the United Nations and the African Union is an expression of the provisions of Chapter VIII of the Charter, as recognized in the panel's report. The principles and purposes of the founding document of the Organization, as well as the primary responsibility of the Security Council for the maintenance of international peace and security, are the premises of such cooperation.

We fully endorse the view of the panel that sustainable peace cannot be achieved through the deployment of military forces alone. The cooperation between the United Nations and the African Union should focus not only on peace, but also on sustainable development. The inclusion of a peacebuilding dimension in the early stages of peacekeeping is most relevant. The promotion of security goes hand in hand with the consolidation of national institutions and the creation of conditions conducive to sustained development.

Brazil takes note with interest of the panel's proposal that a United Nations mechanism be established to help fund African Union peacekeeping missions. We believe that that important proposal deserves thorough consideration not only in the Security Council, but also in the Special Committee on Peacekeeping Operations and in the General Assembly. Brazil concurs with the panel and the African Union that one cannot expect peacekeeping missions to be deployed in uncertain scenarios without the necessary means. We agree with the analysis that in the absence of the necessary capabilities, such an approach entails not only the risk of failure, but also the risk of raising expectations that will not be fulfilled, with serious consequences for the credibility of the Organization.

The African Union is uniquely positioned to provide expertise and ownership in the process of resolving conflicts on the continent. We must draw on its resources and knowledge, but we should also take an active role in contributing to its success. Subregional organizations — the Southern African Development Community, the Intergovernmental Authority on Development and the Economic Community of West African States, to name but a few — often go the extra mile to ensure peace and act on behalf of the Council. They need to be supported in such efforts.

Brazil is a traditional contributor of troops to United Nations peacekeeping operations. We currently have military and police in several missions in Africa — those in Western Sahara, Côte d'Ivoire, the Sudan and Liberia — and in the special political missions in Guinea-Bissau and West Africa. In the past, we sent troops to Angola and Mozambique in peacekeeping operations that were essential for those fellow Portuguese-speaking countries.

Our contribution to African peacekeeping is focused less on financial resources and more on training and the transfer of expertise. This modality of South-South cooperation is based on a shared perspective regarding conflict resolution as a holistic experience resting on the three pillars of security, political reconciliation and development. At this juncture, Brazil is examining various ways to improve our cooperation in the area of peacekeeping both with the African Union and with individual African countries, taking into account our budgetary limitations and the ability to produce a significant impact on the ground.

Peacekeeping is a global responsibility as well as a global asset. Cooperation with the African Union represents an additional path to ensure peace and security. It does not, however, diminish the duties of the United Nations. Brazil is ready to participate in the discussions following up on the recommendations of the panel.

The President (*spoke in Arabic*): There are still a number of speakers remaining on my list for this meeting. I intend, with the concurrence of the members of the Council, to suspend the meeting until 3 p.m.

The meeting was suspended at 1.10 p.m.

United Nations S/PV.6092 (Resumption 1)

Security Council

Sixty-fourth year

Provisional

6092nd meeting

Wednesday, 18 March 2009, 3 p.m.
New York

President:	Mr. Shalgham	(Libyan Arab Jamahiriya)
Members:	Austria	Mr. Ebner
	Burkina Faso	Mr. Somdah
	China	Mr. Dai Demao
	Costa Rica	Ms. Villalobos
	Croatia	Mrs. Dinić
	France	Mr. Veyssière
	Japan	Mr. Kitagawa
	Mexico	Mr. Puente
	Russian Federation	Mr. Kravchenko
	Turkey	Mr. Dikmensoy
	Uganda	Mr. Rugunda
	United Kingdom of Great Britain and Northern Ireland	Ms. Velamati
	United States of America	Mr. McBride
	Viet Nam	Mr. Hoang Chi Trung

Agenda

Peace and security in Africa

Identical letters dated 24 December 2008 from the Secretary-General addressed to the President of the General Assembly and the President of the Security Council (S/2008/813)

This record contains the text of speeches delivered in English and of the interpretation of speeches delivered in the other languages. The final text will be printed in the *Official Records of the Security Council*. Corrections should be submitted to the original languages only. They should be incorporated in a copy of the record and sent under the signature of a member of the delegation concerned to the Chief of the Verbatim Reporting Service, room C-154A.

09-27223 (E)

The meeting resumed at 3.15 p.m.

The President (*spoke in Arabic*): In accordance with the understanding reached in the Council's prior consultations, I shall take it that the Security Council agrees to extend an invitation under rule 39 of its provisional rules of procedure to Mr. Edouard Aho-Glele, Chairperson of the African Union Peace and Security Council.

It is so decided.

I invite Mr. Aho-Glele to take a seat at the Council table.

I now give the floor to the representative of the Czech Republic.

Mr. Palouš (Czech Republic): I have the honour to speak on behalf of the European Union (EU). The candidate countries Croatia and the former Yugoslav Republic of Macedonia, the countries of the Stabilisation and Association Process and potential candidates Albania, Bosnia and Herzegovina, Montenegro and Serbia, as well as the Republic of Moldova and Georgia, align themselves with this statement.

I would like to thank the Libyan presidency of the Security Council, which currently also holds the chairmanship of the African Union (AU), for organizing this open debate; the Secretary-General for his informative briefing; and Mr. Prodi for introducing the report (S/2008/813) on behalf of the African Union-United Nations panel established by the Secretary-General.

Allow me to begin by saying that the European Union attaches great importance to the existing and further developing partnership between the United Nations and the African Union. I would also like to highlight, right from the outset, how much we appreciate the recent key efforts of the African Union in the area of peace and security, including the deployment of African Union peace-support operations and the African Peace and Security Architecture. These efforts are fully in line with the principle of African ownership, which the European Union is also fully committed to. In this context, the European Union appreciates the efforts of the African Union-United Nations panel led by Mr. Prodi in preparing the report.

The United Nations cooperation with regional, subregional and other international organizations under Chapter VIII of the United Nations Charter, has, for a number of years now, been in the spotlight of the Security Council. This has been duly reflected in several Council decisions. Allow me to highlight at least two such resolutions: resolutions 1631 (2005) and 1809 (2008). These are truly strategic partnerships. The European Union strongly believes in such partnerships and fully supports any effective, focused and well-coordinated effort, be it on the side of the United Nations Secretariat or on the side of the United Nations Member States, to further develop and operationalize them.

The European Union is proud to be building one such strategic partnership with the United Nations in many fields, including in the area of international peace and security, the maintenance of which, under the Charter, is the primary responsibility of the Security Council. Today, the European Union and the United Nations increasingly develop together thematic, strategic responses and operations. Allow me to recall here today the example of Operation Artemis in the Democratic Republic of the Congo in 2003, which was a landmark in the particularly close European Union-United Nations cooperation in crisis management. It was subsequently formalized in the first joint European Union-United Nations declaration, signed on 24 September 2003, and supplemented by a joint statement of 7 June 2007.

In recent years, approximately twenty EU military and civilian operations under the European Security and Defence Policy have been launched in all continents. Many of them are carried out under Security Council mandates, including in cases when the United Nations is no longer present in the particular territories. In 2006, for example, mainly in response to the call by the Secretary-General for reinforcement of the United Nations operation in the Democratic Republic of the Congo, the European Union launched a EU-led force (EUFOR) mission in Democratic Republic of the Congo. In January 2008, the European Union launched the bridging operation EUFOR Tchad/RCA in eastern Chad and north-eastern Central African Republic, the main task of which was to set the ground for a full-fledged United Nations operation in the same territory, the United Nations Mission in the Central African Republic and Chad (MINURCAT). Only three days ago, on 15 March 2009, based on close partnership and effective coordination between the United Nations and the

European Union, most members of EUFOR Tchad/RCA were re-hatted, and today MINURCAT operates with its own military component, with around 1,650 nationals of European Union member States in it. Most recently, as of December 2008, the European Union launched the military operation called Operation Atalanta (EU NAVFOR Somalia), which is being conducted in support of resolutions 1814 (2008), 1816 (2008), 1838 (2008) and 1846 (2008).

Of course, what I have just referred to is in no way a complete account of the various forms of EU-United Nations partnership and cooperation in the area of international peace and security. I have mentioned these examples mainly to clearly demonstrate that partnerships between the United Nations and its regional and subregional partners, such as the one between the United Nations and the European Union, are not only important but are effective and make a tremendous difference on the ground.

The European Union fully supports efforts aimed at enhancing dialogue and interaction between the Security Council and representatives of regional, subregional and other international organizations. This is directly linked to providing for more effective and efficient carrying out of the Security Council's work and to contributing to making the Council's deliberations more strategically oriented, as well as to ensuring that better account is taken of the current realities on the ground. The expertise, first-hand inputs and leverage that regional and subregional organizations have to offer are major assets that the United Nations and the Security Council can truly benefit from.

It is a well-known fact that today many challenges to international peace and security lie in Africa. Nine of the 19 current United Nations peacekeeping operations and numerous other types of United Nations missions and offices are situated in Africa. About 70 per cent of United Nations peacekeepers and 73 per cent of the United Nations peacekeeping budget go to Africa. Just from these basic facts, it is obvious that it is essential for the United Nations to have established and to further develop effective partnerships and cooperation with the African Union.

The European Union fully supports efforts aimed at widening and strengthening United Nations cooperation with the African Union. In practical terms, close cooperation between the African Union and United Nations institutions and relevant bodies should be developed. We are encouraged by the fact that the modalities and parameters of such cooperation have been well established thus far, including through regular interactions between the United Nations Security Council and the African Union Peace and Security Council. These interactions are also fundamental in view of the relevant decision-making processes for peace support operations. They can, inter alia, provide for a better understanding of the conflict situations and challenges at hand and contribute to ensuring clarity of shared goals.

As I have already mentioned, the European Union greatly appreciates recent endeavours by African regional and subregional organizations, in particular by the African Union, to deliver peace in the continent. We commend the progress made in this regard so far. This is in line with the principle of African ownership, which the European Union fully supports. The African Union Mission in Sudan (AMIS) and the African Union Mission in Somalia (AMISOM), as well as efforts aimed at creating an African standby force, are recent, highly visible demonstrations in this respect. For its part, the European Union has provided major support to those African Union Missions and will continue to do so, including through its naval operation EU NAVFOR ATALANTA by contributing to the protection at sea of United Nations vessels delivering the logistical support package to AMISOM.

The immensity of the tasks, which stems from increasingly difficult conflict environments and other related challenges, requires substantial institutional and operational capacity, including on the part of the African Union. Among these tasks and challenges, the European Union attaches great importance to the protection of civilians as an integral part of most peacekeeping operations, as well as to the attainment of high standards in peacekeeping, including in particular the principle of zero-tolerance for sexual exploitation and abuse.

The European Union is committed to assisting the African Union in developing its peacekeeping capabilities and human capacities. We fully support similar endeavours in relations between the African Union and the United Nations. Support in the area of logistics and training are essential elements of such cooperation. Furthermore, the European Union supports the idea of a multi-donor trust fund to finance

long-term African Union capacity-building. In this context, the European Union believes it will be pertinent to address specific modalities of such a fund, as well as its relations with existing funding mechanisms, including the European Union African Peace Facility, in order to provide additional resources to the African Union.

With regard to funding mechanisms for African Union peace operations carried out under United Nations mandates in particular, the European Union understands the need for predictability and sustainability. Sustainable and predictable funding mechanisms should be reflective of the different scope and nature of the United Nations and its regional partners and should avoid restraining the independence of the respective partners in their specific spheres of competence and responsibility. These conditions fully apply, for example, to the instrument of a multi-donor trust fund, which could, inter alia, enable donors to assist the African Union and troop-contributing countries during operations. On the use of United Nations assessed funds, additional discussions will be needed. The European Union looks forward to the assessment that the Secretary-General will prepare, taking into account the report of the panel as well as the implementation of resolution 1863 (2009).

The European Union strongly believes that security is a precondition for development. The European Union is the biggest donor of development aid to Africa. The European Union and the African Union have a well-established partnership, and the European Union is fully committed to developing it further.

A cornerstone of the European Union-African Union partnership is the joint Africa-European Union Strategy agreed upon in 2007, which is accompanied by an ambitious and concrete three-year action plan for the period until 2010. It focuses on important objectives that range from security to democratic governance, human rights and development. The first of the eight strategic partnerships under the strategy is the partnership for peace and security. It includes projects such as joint evaluation missions to conflict and post-conflict areas, comprehensive consultation mechanisms, the training of experts, the development of joint strategies and so on.

Joint European Union-African Union activities in this regard also include frequent political dialogue, the strengthening of the African Continental Early Warning System, ongoing assistance to African Union political-military structures and extensive training programmes. The three priority areas of the partnership for peace and security are, first, dialogue on challenges to peace and security, secondly, full operationalization of the African Peace and Security Architecture, and, thirdly, predictable funding for African-led peace-support operations.

The Africa-European Union strategic partnership on peace and security is underpinned by a financing architecture. The European Union instrument called the African Peace Facility (APF), which was established on the request of the African Union, represents a major source of predictable, sustainable and flexible funding for African-led peace-support operations, as well as for the building of the required capacity to plan, lead and manage operations. With a total allocation of €440 million since 2004, the APF has provided a major part of the funding to a number of African-led peace operations — AMIS in the Sudan/Darfur, AMISOM in Somalia, the Central African Multinational Force (FOMUC), now the Mission for the Consolidation of Peace in Central Africa (MICOPAX), and two African Union operations in the Comoros — and to strengthening the capacities of relevant institutions and structures, as well as to strengthening interactions between the African Union and African subregional organizations.

As decided just a month ago, the APF will continue to function over the next three years with the allocation of €300 million. It will also allow for the funding of African-led mediation efforts and post-conflict stabilization activities. This substantial support package is further reinforced by an additional €200 million being provided for building the peace and security capacity, activities and missions of the African subregional organizations.

In conclusion, let me emphasize once again that the European Union is strongly committed to further developing its own strategic partnership with the African Union and to providing long-term support to it in a wide range of areas. At the same time, the European Union fully supports further strengthening the strategic partnership between the African Union and the United Nations, including and in particular in the field of peace and security. In view of recent developments in Africa that remind us of the importance of effective conflict management, conflict

prevention and the rule of law, the European Union is determined to continue assisting the African Union in developing its own capacity to deliver peace and stability on the continent and to become an increasingly strong partner to the United Nations and the entire international community. We see today's open debate as part of a long-term dialogue in this regard.

The President (*spoke in Arabic*): I now give the floor to Mr. Edouard Aho-Glele, Chairperson of the Peace and Security Council of the African Union.

Mr. Aho-Glele (*spoke in French*): As the President has said, I am speaking on behalf of the Peace and Security Council of the African Union in my capacity as its President for this month of March. The Peace and Security Council of the African Union expresses its appreciation to the Security Council and to you, Mr. President, for having made the necessary adjustments to its agenda to allow the Chairperson to speak in today's debate on the issue of support for peacekeeping operations conducted by the African Union, which gives us the opportunity to express the views of the Peace and Security Council on the report under consideration (S/2008/813).

Certain aspects of the Peace and Security Council's position have already been outlined by the Commissioner for Peace and Security of the African Union, as well as by members of this Council and other States Members of the United Nations. Nevertheless, on behalf of the Peace and Security Council, I would like to reaffirm several crucial points, some of which appear in its communiqué No. 178 dated 13 March, which we formally asked the African Union to pass on to you, Mr. President, so that the Security Council could take it into account during its discussions.

The Peace and Security Council wishes to recall and to stress the importance of the role of regional arrangements as a basis for partnership between the United Nations Secretariat and the Commission of the African Union and between the United Nations Security Council and the Peace and Security Council of the African Union, on the other. The Peace and Security Council would therefore like to express its gratitude for the initiative of the Secretary-General to establish an African Union-United Nations panel on support for peacekeeping operations in Africa. We also congratulate the panel, headed by Mr. Romano Prodi, on drafting a report that makes it possible to take suitable decisions.

The Peace and Security Council seeks not to act as an advocate to this Council, but rather to encourage it to assume its full responsibility for taking the useful decisions required of it in its primary role in maintaining international peace and security and thereby support the Peace and Security Council of the African Union in its role as regional actor and leader on the African continent.

The Peace and Security Council, in its secondary role as regional leader, welcomes the good relations between our two bodies in the settlement of numerous recent crises and attacks on peace and security on the African continent. However, situations persist in which the appeals of the Peace and Security Council have either not been heeded by the Security Council or have only provoked a timid response or received a tardy response. That was the case — and it is worth stressing — with the situation in the Sudan, where the Peace and Security Council has called upon the Security Council to defer the indictment brought against the President of the Sudan. That request was made last year, but the Security Council has yet to respond. To the consternation of the bodies of the African Union, an inappropriate action has just been undertaken by the International Criminal Court, which endangers the search for peace and security in that part of Africa that is the Sudan.

The Peace and Security Council therefore appeals to the Security Council to listen more carefully to Africa's concerns and, following the example of what we are doing today with the consideration of this report, address the Peace and Security Council's requests that the issues of peace and security on the African continent be dealt with.

The President (*spoke in Arabic*): I thank Mr. Aho-Glele for his statement.

I now give the floor to the representative of Italy.

Mr. Terzi de Sant'Agata (Italy): Mr. President, allow me to congratulate you personally on your appointment as the Permanent Representative of the Libyan Arab Jamahiriya and on the assumption of the presidency of the Security Council by your country, to which Italy is linked by very close and friendly relations.

I would like to welcome the Deputy Secretary-General, the Foreign Minister of South Africa, the Chairperson of the Peace and Security Council of the African Union, the Commissioner for Peace and Security of the African Union, and especially the Chairman of the African Union-United Nations panel, former Prime Minister Romano Prodi, who will speak again in due time before the conclusion of today's debate.

Italy ranks first among countries of the European Union in contributions of troops to United Nations peacekeeping operations, ninth in the global ranking, and sixth among contributors to the peacekeeping budget. These statistics explain why we are so interested in ongoing efforts to enhance and update peacekeeping doctrines and procedures.

Our interest extends to efforts being made in the General Assembly and its Special Committee on Peacekeeping Operations; in the Security Council, where France and the United Kingdom are promoting an interesting debate; in the Secretariat with its "New Horizon Project" for peacekeeping; and, last but not least, in considering every possible way, such as the African Union-United Nations panel, to improve cooperation between the United Nations and regional organizations.

I would like to take this opportunity to thank the members of the panel, in particular Chairman Prodi, for their very valuable contributions to this debate of the Security Council and to the future peacekeeping efforts of the United Nations in Africa.

The report, in our view, is well focused, balanced and rich with practical recommendations and proposals. Its main political objective is a clear and defined strategy for improving cooperation between the African Union (AU) and the United Nations. Such a vision, as outlined in the report and explained by Chairman Prodi, implies much closer interaction between United Nations and African Union bodies from the very start of the decision-making process. Regional actors, including the African Union, have better knowledge of internal dynamics in their areas and enjoy greater legitimacy with local Governments and public opinion.

About 70 per cent of United Nations peacekeepers and 73 per cent of the United Nations peacekeeping budget go to Africa. Therefore, the regional dimension is key to ensuring effective and coherent responses to peace and security challenges. Regional ownership means a common vision and shared responsibilities. In the spirit of the Africa-European Union (EU) Lisbon strategy, AU empowerment in managing regional crises must be upheld.

As my delegation recently stated in the informal General Assembly plenary meeting on Security Council reform, Italy is convinced of the need to enhance the regional dimension — and therefore the African voice — in a reformed Security Council. To help promote the regional dimension, reform should assure that decisions taken by the Security Council on regional crises foresee a larger role for Member States belonging to the region affected. In that context, we also welcome the proposal for the Security Council and the AU Peace and Security Council to work together more closely and to structure a more consistent relationship between the United Nations Secretariat and the AU Commission.

The more a continent grows in all its dimensions — political, economic, social, demographic — the more it is bound to share global responsibilities based on an equal partnership. Cooperation between the United Nations and regional, subregional and other international organizations in maintaining peace and security is encouraged by Chapter VIII of the Charter. The report refers rightly to that principle and underlines United Nations-EU structured relationships, such as the United Nations/European Union Steering Committee as an effective example for the African Union. With regard to cooperation among the United Nations, the EU and the African Union, I wish to fully align myself with the statement made earlier on behalf of the presidency of the European Union.

The report also focuses on two elements that we deem essential to achieving more reliable and secure peacekeeping: training and logistics. The effectiveness and safety of peacekeepers depend on equipment, adequate training and professional standards that cannot be improvised. Existing training centres should be improved and adequately supported. The report is right in underlining the need for a closer relationship between the AU and the United Nations Logistics Base in Brindisi and a possible role for the United Nations logistics hub in Entebbe.

The predictability and sustainability of peacekeeping financing are of undeniable importance,

which is why we endorse the report's proposal to establish a long-term multi-donor capacity-building trust fund. With regard to the use of assessed contributions, while we reject any automatic mechanism, we are open to discussing that option in the context of clear and swift United Nations takeovers. Concerted efforts are needed to work out generally agreeable solutions.

In conclusion, my country fully agrees that the AU-United Nations panel's report is an important step forward, provides a solid platform for our work at the United Nations and sets clear objectives with which my country is willing to concur.

The President (*spoke in Arabic*): I thank the representative of Italy for respecting the five minutes assigned to him. I take this opportunity to remind speakers to kindly confine themselves to the five-minute limit and that all statements longer than five minutes should be condensed.

I give the floor to the representative of Egypt.

Mr. Abdelaziz (Egypt) (*spoke in Arabic*): I would like to start by welcoming Mr. Romano Prodi, Chairman of the African Union-United Nations panel on modalities for support to African Union (AU) peacekeeping operations, and to thank him and the panel members for their efforts in preparing the report (S/2008/813) that we are considering today in the context of efforts to invigorate partnership between the United Nations and the AU, pursuant to Chapter VIII of the Charter and the Constitutive Act of the African Union.

There is no doubt that the enormous growth and evolution of activities related to the maintenance of international peace and security at the level of the United Nations and regional organizations, especially in Africa, highlights the importance of exploring ways to support regional efforts in that field within a comprehensive system that functions consistent with the purposes and principles of the Charter and contributes to advancing the efforts of regional organizations to peacefully resolve conflicts in a geographical context, in cooperation and coordination with the United Nations, which has the primary responsibility to respond to conflicts and to maintain international peace and security.

My delegation therefore followed with interest the work of the joint panel and carefully studied its report. We welcome it as a step towards enhancing cooperation between the United Nations and regional organizations and towards supporting African peacekeeping activities, particularly in the light of the efforts of the AU to build its institutional capacity in that regard and to enhance its capability to respond to crises and emergency situations and achieve long-term stability on our African continent.

It must be noted that the need for peacekeeping operations is increasing in Africa and that the success of such operations depends to a large extent on the availability of resources and equipment, as demonstrated by the experience of the African Union Mission in Sudan before it was transformed into a hybrid mission and of the African Union Mission in Somalia.

In the light of predictions that a decrease in the demand for peacekeeping operations in the near future is unlikely, and until a decrease in the number of conflicts is achieved through intensified efforts to improve mediation and conflict prevention, the need for peacekeeping operations will continue to increase in the future. That increase would have a negative impact on United Nations peacekeeping activities, both in terms of unprecedented and growing budget requirements that overwhelm the budgets of Member States and by making countries reluctant to contribute the required troops at appropriate times to achieve the objectives of peacekeeping and by hampering their ability to provide equipment. All of those issues underline the importance of invigorating the role of regional organizations, especially by providing essential financial resources and enhancing their institutional capacities in peacekeeping.

Here we call upon the United Nations and donor countries and organizations to support the AU, by providing necessary financial resources, as called for in resolution 1809 (2008), addressing the lack of equipment and insufficient logistical support, and responding to the specific challenges faced by the AU due to the complexity of the conflict environment and the lack of capacities necessary, including financial capacities, to achieve a rapid response in some cases and to strengthen peace, stability and development on the African continent.

All of those goals require joint coordination at three levels. The first is between the Security Council and the AU Peace and Security Council; the second is

between the United Nations Secretariat peacekeeping bodies and their AU counterparts; the third is between the Peacebuilding Commission and the AU Peace and Security Council consistent with the provisions of Chapter VIII of the Charter. Here, and to enhance the possibility of implementing the report of the joint panel, I wish to highlight a few points mentioned in the report's recommendations as the main pillars for supporting the peacekeeping capacity of the African Union.

First is the need to enhance and develop the institutional capacity of the AU, strengthen its ability to respond to crises and promote a sustainable African capacity that can help achieve the long-term stability of the continent and address, consistent with the Charter, situations that breach peace and security.

Secondly, it is necessary to establish a strategic and more effective partnership between the Security Council and the AAU Peace and the Security Council, on the one hand, and between the United Nations Secretariat and the AU Commission on the other, in order to achieve long-term success and ensure a joint vision of the two organizations on how to address peacekeeping in Africa by enhancing the ability of the AU to provide a rapid response and bolster the United Nations capacity to guarantee sustained operations.

Third is the need to expand and establish joint working modalities between the United Nations, the AU and other organizations, in particular in maintaining international peace and security, based on the model of the Steering Committee established in that regard between the European Union and the United Nations, including the exchange of staff and the promotion of expertise, capacity-building and other relevant issues, in particular in the field of logistics and financing.

Fourth is support for training programmes to develop African peacekeeping capacities, including regional training centres in Africa, while keeping in mind the fact that such centres are fundamental to building capacities and responding to needs at the regional and subregional levels, as well as those of Member States.

In conclusion, Egypt supports the proposal of the panel to establish two new financial mechanisms, as stated in the report. I will not go into detail, but I will affirm Egypt's strong support for those recommendations. We hope that their implementation in the medium and long terms will bring about a decrease in conflicts in Africa and put the continent on the path towards peace and development.

The President (*spoke in Arabic*): I now give the floor to the representative of Canada.

Ms. Hulan (Canada): Allow me to begin by echoing the words of appreciation that have been expressed by previous speakers here today to Mr. Prodi, Commissioner Lamamra and Minister Dlamini Zuma for their presence and presentations this morning. I thank you, Sir, for the opportunity to address the Council today on an issue that we all agree could affect the way that peacekeeping is conducted in Africa for years to come, namely, the need to increase coordination with the African Union (AU) and enhance its long-term capacity to respond to urgent requirements for peace operations in Africa. Canada considers that the report of the panel of experts (S/2008/813) provides an excellent basis for further efforts towards a sustainable and predictable funding relationship between the international community and the African Union.

Africa is facing some of the most dire humanitarian and security situations in the world. While the entire international community is committed to bringing a peaceful resolution to the conflicts on that continent, it is important to acknowledge that African organizations continue to show a particular and extraordinary commitment to that effort. Canada applauds the African Union and African subregional organizations for their involvement in African peace and security and supports the continued contribution of African States to conflict resolution and peacekeeping operations on the continent.

Canada has long supported African Union efforts in the area of peace and security. In cooperation with other partners, Canada has provided direct training, equipment and other support to the military, civilian and police components of AU and United Nations missions to build capacity for peace operations in Africa that meet African needs, including the development of the African Standby Force, direct support to the African Union Mission in Sudan and now in support of the African Union-United Nations Hybrid Operation in Darfur.

Canada also remains committed to supporting the development of African peacekeeping capacity-building, including through the implementation of our

G8 commitments. We are encouraged by the results demonstrated by the African Union, notably progress in the development of the police component of the African Standby Force and the continent-wide training and implementation plan, but we acknowledge that further donor support will be required to consolidate and sustain the achievements that have been realized thus far.

It has become increasingly clear with the recent AU mission in the Sudan and the current mission in Somalia that ad hoc donor funding mechanisms for AU missions are neither sufficient nor carry the required predictability or accountability to be reasonably considered as a sustainable model for future cooperation. Improvements must be made and a more comprehensive approach taken to the provision of support to African-led operations if effectiveness and efficiency are to be improved. The panel's report opens the door to some possibilities that need to be further studied to determine a way forward. Further consideration should also be given to the complexity of transition planning. The processes associated with recent transitions, such as in Liberia and Darfur, should be assessed with a view to determining the best methods and realistic timeframes associated with those processes.

With such a high proportion of peacekeeping activities being conducted in Africa and the commitment of the African Union to increase its operational capacity, Canada very much supports developing an effective strategic United Nations-AU relationship. As the panel of experts notes, that relationship needs to be further strengthened, in particular between the AU Peace and Security Council and the United Nations Security Council. Those efforts should be aimed at maximizing the AU's strengths, as well as at developing a stronger mutual understanding, joint approaches to issues and improved continuity in the transition of peacekeeping operations. Canada commends both the United Nations and the AU for the continuing close cooperation between respective officials, which was noted in the report, and urges a strengthening of the relationship at that important level. Canada welcomes further analysis and discussion of the potential mechanisms that could support an effective strategic relationship.

Canada takes note of the new ideas stated in the report regarding mechanisms to address sustainable funding for both operational and capacity-building activities. We agree that while the AU is stretched to respond to crises across the continent, the need for overall organizational capacity-building must not be forgotten.

It is clear that the demand for new missions, as well as the scale and complexity of existing missions, have both continued to grow and that that has resulted in significant cost increases to the Organization. Since 2000, the cost of United Nations peacekeeping has more than tripled and there are now some 18 operations in the field, requiring a heavy commitment from the United Nations and its Member States. While we are supportive of mechanisms to increase the effectiveness of peacekeeping operations in Africa, we must be conscious of the overall costs of United Nations operations and responsible in maximizing the effectiveness of every dollar spent. To that end, we encourage all missions to be reviewed regularly for areas of success where United Nations presence may be reduced in order to preserve global capacity to respond to new and urgent crises.

Finally, I would like to extend Canada's particular appreciation to Mr. Prodi and his team for casting a critical eye on the challenging and very timely issue of supporting African Union peacekeeping operations. We are encouraged by the efforts to address this issue and look forward to further analysis and consideration by the Secretary-General and the African Union Chairperson.

The President (*spoke in Arabic*): I now give the floor to the representative of the Congo.

Mr. Balé (Congo) (*spoke in French*): At the outset, Sir, I would like to congratulate you on assuming the presidency of the Security Council for this month and to thank you for having organized this debate on an issue so crucial and vital to Africa. I extend my delegation's congratulations to your predecessor, the Permanent Representative of Japan, who led the Council's work during the month of February, and seize this opportunity to offer to him the warmest appreciation of the Government of the Congo for his country's commitment to peace in Africa.

Once again, Africa returns to the Security Council's agenda, as if to remind us that the establishment and maintenance of peace and security remain a major challenge, even though appreciable progress has been achieved as a result of actions taken under the leadership of the African Union.

Here, it is worth recalling that peace and security are preconditions for all sustainable economic development. It is to that end that the African Union and its regional and subregional integration organizations are endeavouring to build a peace and security architecture, including by putting in place early warning systems and standby forces as peacekeeping operations conclude.

This quest for peace and stability, including with regard to conflict prevention, management and resolution on the continent, is vibrantly reflected in the actions carried out in Darfur, where the African Union Mission in Sudan preceded the African Union-United Nations Hybrid Operation in Darfur, and in Somalia with the African Union Mission in Somalia, which is awaiting substantial support from and a handover to the United Nations.

Similar efforts have been made at the subregional level. The contribution of the forces of the Central African Economic and Monetary Community, expanded to the Economic Community of Central African States, was most decisive in the gradual restoration of stability in the Central African Republic and facilitated the deployment of the United Nations Mission in the Central African Republic and Chad. Various initiatives of African countries have made it possible to give the populations of such countries as the Democratic Republic of the Congo and Burundi reasons to hope for lasting peace.

Africa's political commitment to investing in peace and stabilization on the continent is thus a reality. Regrettably, that commitment collides with a dearth of resources and limited capacities. That is why my delegation appeals once again to the international community to continue to support and further commit itself alongside the African Union and its subregional organizations in their joint efforts to establish a peace architecture and in the deployment of peacekeeping operations and various peace processes under way on the continent.

In that regard, my delegation welcomes the multifaceted support provided by Africa's bilateral and multilateral partners, which are assisting the African Union in its various peace and security programmes, and recognizes the growing involvement of the United Nations. The Council's recent decisions concerning the Democratic Republic of the Congo, Côte d'Ivoire, the Central African Republic and Somalia reflect the concerns of Africa and open up promising prospects for peace and security in those countries — prospects that are, however, waiting to be realized.

Here, my delegation highlights the relevance of the provisions of Chapter VIII of the Charter of the United Nations, which today serves as a springboard for developing the partnership between the United Nations and the African Union, in particular between the Security Council and the African Union Peace and Security Council. The challenges that Africa is called upon to meet in order to establish and ensure lasting peace and security, particularly within the framework of peacekeeping operations, should promote more dynamic and better coordinated cooperation with the entire United Nations system, since the causes of conflicts and crises are as many as they are varied. Thus, such cooperation, if it is to be fruitful, must focus on strengthening the complementary efforts of those two bodies, particularly in the areas of preventive diplomacy and peacebuilding.

In that context, my delegation would like to congratulate Mr. Romano Prodi and the African Union-United Nations panel that he chaired on their report on modalities for support to peacekeeping operations under a United Nations mandate, contained in document S/2008/813. The relevant recommendations set out in the report, while not exhaustive, enlighten us as to the path to be followed to make the difficult work of establishing and building peace more effective. The African Union has undertaken that task in its supplementary role, which cannot replace the primary role of the United Nations and its Security Council in the maintenance of international peace and security. However, this process is only in its infancy and should be followed up with an in-depth analysis of those recommendations in order to strengthen the human and institutional capacities of the African Union in the area of peacekeeping and to ensure that it has sufficient and predictable resources.

Finally, by striving to meet the challenge of achieving peace and security, African States and the African Union, in a joint spirit of enthusiasm, wish to play their rightful role in extricating the African continent from its tragic fate of war, conflict and crisis, which is hampering its march towards development. To that end, they have quite rightly turned to the United Nations, which is a centre for harmonizing the actions of nations, to ensure that an Africa where peace and

security reign can fully participate in international peace and security.

The President (*spoke in Arabic*): I now call on the representative of Algeria.

Mr. Benmehidi (Algeria) (*spoke in French*): I should like to congratulate you, Sir, on your appointment as Permanent Representative of the great Libyan Arab Jamahiriya to the United Nations and on your assumption of the presidency of the Security Council for the month of March. I also wish to thank you for having organized this debate on the issue of peace and security in Africa, to which both of our countries attach particular importance.

I should like to thank Mr. Romano Prodi for presenting the highlights of the report (S/2008/813) of the panel that he chaired under the mandate set out in resolution 1809 (2008) of 16 April 2008. We are grateful to him and to other members of the panel for that contribution, which is part of the overall efforts to strengthen the African Union's capacity to meet the challenges facing Africa in maintaining peace and security. I should also like to thank Ambassador Ramtane Lamamra, Commissioner for Peace and Security of the African Union, for his important statement, to which my delegation fully subscribes.

My delegation studied with great interest the report of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations. We welcome the approach that it recommends, which reflects our desire to see a strategic relationship between the United Nations and the African Union develop on an equal and coordinated basis founded on an approach aimed at optimizing comparative advantages.

I should like to emphasize that the strategic partnership envisaged between the United Nations and the African Union arises from the manifest willingness of the Union's member States to take their destiny into their own hands by honouring their commitments and by directly and collectively addressing the factors of instability in the region. Here, I should like to commend the initiative taken by South Africa in April 2008 to propose this agenda item to the Security Council, of which today's discussion is a part, and to welcome the presence of Foreign Minister Dlamini Zuma.

The African Union, by virtue of its role as a federative body, has invested significant resources in order to assume its share of the burden of promoting peace, security and stability in the region. However, given the many challenges that Africa must overcome, the needs are considerable, and the mobilization of the scarce resources available on the continent is not likely to meet them. That raises the issue of the choice that African countries must make between the increasing needs of development and the demand for conflict prevention. Both require a certain level of resources that are in desperately short supply, particularly in the current context of economic and financial crisis.

It was with that in mind that, in January 2007, the Assembly of the African Union requested the United Nations to consider, in the context of Chapter VIII of the Charter, the possibility of financing through mandatory assessed contributions peacekeeping operations carried out by the African Union or under its authority and with the consent of the United Nations.

In that regard, Algeria welcomes the recommendations of the panel chaired by former Prime Minister Prodi, in particular the two proposals for financing mechanisms that it suggests. We are pleased by the warm welcome that they have received today and, in particular, by the emphasis placed by most speakers on the need to ensure predictable, stable and flexible funding for support operations conducted by the African Union.

With regard to other recommendations, my delegation would like to stress that the report highlights the need for Africa to move from being a beneficiary of aid to being a full-fledged global security actor. In that regard, the panel cited the measures taken in recent years by the United Nations aimed essentially at linking the African Union and, more specifically, the Peace and Security Council more closely to its decision-making, strategic and planning process. The report also identifies areas in which United Nations assistance has proved valuable, while specifying that such effort should be carried out with other institutional and non-institutional actors capable of providing a range of services.

My delegation wishes also to draw attention to the complexity of the modalities by which administrative and financial decisions are taken in the United Nations and to the relatively heavy administrative and financial controls to which those

decisions are subject. Transposing those modalities into the African context risks unnecessarily making current African Union procedures more onerous; this could have a negative effect on the broadly acknowledged comparative advantage the Union enjoys in being able to react quickly to crisis situations, even in the absence of all necessary elements.

In conclusion, Algeria expresses its support for the panel's proposal that a joint African Union-United Nations team be established to examine in detail the panel's recommendations. My delegation also supports the draft presidential statement that has been proposed for adoption by the Council following this debate.

The President (*spoke in Arabic*): I now give the floor to the representative of Kenya.

Mr. Muita (Kenya): My delegation wishes to commence, Mr. President, by congratulating you on your appointment as Permanent Representative of the Libyan Arab Jamahiriya and thanking you for convening this important debate on peace and security in Africa. My delegation also welcomes the presence during these deliberations of the African Union (AU) Commissioner for Peace and Security, Ambassador Lamamra. Kenya also commends His Excellency Mr. Romano Prodi, Chairman of the AU-United Nations panel, and his team for a wonderful report (S/2008/813).

Peace and security has eluded many parts of the continent of Africa for many decades. From the Horn of Africa to the Great Lakes region to West Africa, conflicts have been endemic. In past years, there has been commendable progress both in achieving peace and in fostering economic growth. However, new threats emanating from the shift of inter-State to intra-State conflicts have changed the nature and character of the security framework.

The cost of these conflicts is having a negative impact on the continent; it manifests itself through massive destruction of property and the uprooting of whole communities. In addition, general insecurity inhibits economic development, and, along with the consequent conflicts, brings with it an enormous financial burden, including on the international community. Related problems such as the destruction of infrastructure, environmental degradation, disease and the massive displacement of populations mean that the aftermath of conflict is more damaging and long-lasting than the conflict itself.

My delegation is encouraged by this debate because it underscores the fact that Africa's peace and security issues are now receiving increasing attention at the international level. We are also heartened by the broad acknowledgement that peace and security concerns in Africa comprise an integral part of global peace and security concerns. The causes and consequences of conflicts and instability in Africa have significant linkage to global developments and political interactions in the international arena. The international community therefore needs to offer commensurate responses to crisis situations in Africa. In the past, support rendered has tended to be calculative, often delayed and, frankly, insufficient. This trend undermines the very essence of the United Nations, which is vested with the responsibility of ensuring global peace and security.

Threats to peace and security in Africa are diverse, and initiatives to contain them should equally be diverse. They should consist of promoting long-term conditions for development and security, building the capacity of African institutions for early warning, as well as enhancing their capacity to prevent, manage and resolve conflicts.

Institutionalizing commitment to the core values of the New Partnership for Africa's Development (NEPAD) through leadership should also be a major consideration. Any attempt to straitjacket conflict resolution runs the risk of sacrificing effectiveness. There is, therefore, a need for a programme of democratizing the entire agenda of Africa's peace and security architecture, starting with the basic structures of government and looking outwards to the subregional and regional institutions to mobilize collective action.

While the Security Council has the primary responsibility for international peace and security, regional and subregional organizations act on its behalf and have proved useful precursors to larger United Nations efforts. Kenya firmly supports the devolved approach to conflict resolution and reiterates its unflagging commitment to the support for regional organizations such as the African Union, the Intergovernmental Authority on Development and the Economic Community of West African States. My delegation encourages the strengthening of partnerships between the AU and the United Nations in the area of political and technical cooperation. To that end, Kenya takes note of Security Council resolution 1809 (2008), which established the African Union-

United Nations panel to consider the modalities of how to support peacekeeping operations established under a United Nations mandate.

Kenya also welcomes the work of the Peacebuilding Commission. We believe that its efforts to marshal resources from the international community serve to enhance integrated strategies for post-conflict recovery. This to a great extent supplements regional efforts and results in meaningful peace. We are encouraged that the Commission has recognized the role of African regional and subregional organizations and the important role of women in peace and security efforts. We look forward to the further strengthening of these roles.

We know that peacebuilding is an important but lengthy process. Nevertheless, we need to continue to take concrete steps to address the root causes of conflicts in Africa, especially the lack of economic and social development and strong governance institutions, and we need also to put in place mechanisms to ensure that conflicts do not recur.

There has been tangible progress in focusing the attention of the international community on socio-political problems in Africa, especially in the Great Lakes region and the Horn of Africa. Kenya and the other neighbouring countries have been involved in collaborative efforts to stabilize the region.

In that regard, Kenya especially welcomes Security Council resolution 1863 (2009) which, inter alia, provides a support package for the African Union Mission in Somalia (AMISOM), to be funded through assessed United Nations contributions and the establishment of a trust fund to allow for the funding of the force. Cognizant of the security challenges in Somalia, Kenya has offered to train Somali citizens, who will thereafter join Somalia's security structure.

In conclusion, my country supports the resolution of conflicts by peaceful means. Kenya's mediation efforts in several conflicts in the Horn of Africa and its continuous contribution of peacekeepers to missions in Africa and beyond are testimony to its commitment to the AU-United Nations partnership. My country thus remains firmly committed to supporting the AU and the United Nations in promoting peace efforts in Africa.

The President (*spoke in Arabic*): I now give the floor to the representative of Norway.

Mr. Wetland (Norway): Let me join others in thanking the Libyan presidency for organizing this open debate and in welcoming to the United Nations Ms. Nkosazana Dlamini Zuma, Minister for Foreign Affairs of South Africa; Mr. Ramtane Lamamra, African Union (AU) Commissioner for Peace and Security; and Mr. Romano Prodi.

Norway welcomes the report of the African Union-United Nations panel on African Union peacekeeping operations (S/2008/813). The report points to a number of critical issues for United Nations peacekeeping operations in general, and underlines the challenges in managing conflicts and maintaining peace and security on the African continent in particular.

The AU has a commendable record on mediation, crisis management and peacekeeping. But we know it is challenging to sustain such work over time. That is why the international community needs to assist in this effort, be it with funding, logistics, equipment or by other means. Norway supports the idea of establishing a multi-donor trust fund to finance long-term capacity-building of the African Union. We also favour a mutually agreed and standardized system of reporting for the fund. Such a fund could encourage greater support and better coordination of donor contributions. However, one key issue here is the need to differentiate between projects that qualify as official development assistance (ODA) and projects that do not. This could be done by creating a separate window in the trust fund for ODA funding for non-military and civilian purposes.

Norway has also taken note of the panel's recommendations on the use of assessed contributions in support of United Nations-authorized AU peace operations. We believe that such support should be given on a case-by-case basis. The go-ahead given by the Security Council to use assessed contributions to finance a logistics support package for the African Union Mission in Somalia could be an interesting test case.

When further developing funding mechanisms, we must also address the need to develop the AU's institutional structures for financial management. This is important to ensure AU ownership and accountability to donors.

Norway supports the idea of establishing a joint United Nations-AU team to examine the detailed

modalities to support the recommendations made by the panel. One of the first tasks of that team could be to define the strategic relationship between the two organizations. The role of other partners is also important here. Regional organizations, such as the European Union and NATO, as well as individual countries all have roles to play in augmenting African peacekeeping capacity and the emerging African Peace and Security Architecture.

We believe it is important that regional organizations take greater responsibility for international peace and security, but the primary responsibility for responding to threats to international peace and security remains with this Council. When regional organizations act in crises situations under Chapter VIII of the Charter, they should always be mandated and coordinated by the Security Council. Norway agrees with the panel on the need for a clearer strategic vision for the relationship and collaboration between the Security Council and the African Union on issues concerning peace and security.

We also fully support the efforts undertaken by the African Union to develop a new African Peace and Security Architecture, including the establishment of an African Standby Force, and to enhance its capacity for conflict prevention and mediation and for addressing post-conflict situations. Norway remains committed to supporting the African Union in all these fields.

Military capability must be supplemented by non-military means to build a lasting peace. Civilian and police components are increasingly important in peacekeeping operations, not least with regard to the protection of civilians. Appropriate training is key here, and for the past 14 years, Norway and African partners have run the successful Training for Peace programme capacity-building to enhance civilian and police capacity for African peacekeeping. Norway is also planning to support civilian capacity in the AU Peace Support Operations Division.

In conclusion, let me reiterate Norway's strong commitment to supporting the AU in its peacekeeping and peacebuilding efforts. We appreciate the panel's important contribution to the discussion on how to proceed from here, and hope that today's debate will open the path to new and better ways to help the large number of people in Africa who are in urgent need of a more robust peacekeeping effort.

The President (*spoke in Arabic*): I now give the floor to the representative of Nigeria.

Mr. Onemola (Nigeria): The Nigerian delegation commends the initiative of the Libyan presidency of the Security Council to convene this crucial discussion on peace and security in Africa. We appreciate the statements made by Secretary-General Ban Ki-moon; the Commissioner for Peace and Security of the African Union (AU), Mr. Ramtane Lamamra; and the Minister for Foreign Affairs of South Africa, Ms. Nkosazana Dlamini Zuma. We wish to express profound gratitude to Mr. Romano Prodi, Chairman of the African Union-United Nations panel on modalities for support to African Union peacekeeping operations, for his able leadership, commitment and succinct briefing. His panel deserves our full appreciation for its dedication, hard work and well-articulated report (S/2008/813). The broad agreements and recommendations contained in the report attest to the collective commitment of the panel to strengthening peacekeeping efforts in Africa.

Nigeria believes firmly that the primary responsibility for the maintenance of international peace and security remains with the Security Council. However, more than ever we recognize the importance of regional organizations as integral and complementary components of a broader global strategy for maintaining and strengthening global peace and security, within the ambit of Chapter VIII of the United Nations Charter. For this reason, we have been steadfast in our commitment to the United Nations, the African Union and the Economic Community of West African States.

Indeed, Africa has assumed its role and responsibility in peacekeeping operations with utmost seriousness, recognizing that peace and stability are precursors of social and economic development. With deployments to Somalia, Darfur, Burundi, Sierra Leone and Liberia, Africa has demonstrated sufficient political will to tackle the challenges confronting the continent. During these deployments, our peacekeeping forces have engaged in a variety of missions, including protection of humanitarian aid, disarming of factions, cantonment, mediation and peace enforcement. They have also undertaken capacity-building and election-monitoring activities in these countries.

If Africa is to continually undertake these responsibilities effectively and efficiently, it needs

robust support for its existing peace and security architecture, which consists of the Peace and Security Council, the Continental Early Warning System, the Panel of the Wise, the African Standby Force and the Peace Fund. Africa also needs sustainable, flexible and predictable funding of peacekeeping operations. In addition, support is required to facilitate the building of the continent's peacekeeping capacity and institutional pedestals.

It is in this regard that Nigeria fully supports the recommendations of the Prodi panel. We acknowledge, as does the panel, that its proposals will not address all the peacekeeping challenges on the African continent. However, the recommendations constitute a very useful starting point, a concrete basis for immediate action and a foundation for the future. Overall, the report reflects the need for greater United Nations action, African peacekeeping self-sufficiency and the development of indigenous conflict-management capacities, within the context of shared responsibility.

The use of United Nations-assessed funding to support United Nations-authorized AU peacekeeping operations and the establishment of a voluntarily funded multi-donor trust fund have been canvassed, over a long period of time, as panaceas for the lingering problems of peacekeeping in Africa. Similarly, the proposed capacity-building development of the AU's logistics capacity and establishment of a joint United Nations-AU team to examine the implementation of the panel's proposals are needed to revitalize the AU's capacity to implement peace and security on the continent.

Nigeria hopes that today's discussion will help us to forge a new consensus and support for these proposals. We urge the Security Council to take up the responsibility and the challenge of implementing the report within a reasonable period of time in order to enhance the AU's capacity to respond to the ever-growing peacekeeping and security challenges in the region. We also hope that a more strategic relationship between the AU Peace and Security Council and the United Nations Security Council, on the one hand, and between the United Nations Secretariat and the AU Commission on the other, will eventually emerge.

The President (*spoke in Arabic*): I give the floor to the representative of Benin.

Mr. Zinsou (Benin) (*spoke in French*): My delegation is pleased to see you, Sir, presiding over this important meeting of the Security Council to consider the report (S/2008/813) of the African Union-United Nations panel led by Mr. Romano Prodi, who is present among us. The panel has been charged to consider in-depth the modalities of cooperation between the United Nations and the African Union in the conduct of United Nations-mandated peacekeeping operations. We warmly congratulate Mr. Prodi on his work.

We also welcome the notable presence here of the Deputy Secretary-General, Ms. Asha-Rose Migiro.

The report before the Security Council today is in line with Benin's untiring efforts during its membership of the Council in 2004 and 2005 to focus the attention of the international community on the need to strengthen cooperation between the United Nations and the African Union in order to promote stability throughout the continent.

In this regard, I would like to recall that the first building blocks of this structure were the presidential statement on institutional relations with the African Union (S/PRST/2004/44), adopted in Nairobi on 19 November 2004 by the Security Council, and resolution 1625 (2005), adopted at the high-level meeting of the Council held in this Chamber on 14 September 2005.

I must also refer to resolution 1631 (2005) and resolution 1809 (2008), which was an initiative of the Republic of South Africa, represented here today by its Minister for Foreign Affairs. I recall that in implementation of resolution 1631 (2005), Benin, which then chaired the Security Council's Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, held a seminar, on 15 December 2005, on the very topic of cooperation between the United Nations and the African Union in the field of international peace and security.

The ongoing commitment of Benin to this subject is made evident by a happy coincidence: this debate is taking place at a time when Benin is chair of the AU Peace and Security Council. In this regard, I welcome the participation in this debate of His Excellency Ambassador Edouard Aho-Glele, Permanent Representative of Benin to the AU in Addis Ababa, through the explicit decision of that body of the Union.

Having said that, Benin largely shares the assessments of the panel. These are part of a realistic and promising approach that has enabled us to discard

the concept of subcontracting peacekeeping operations to the African Union and adopt the principle of subsidiarity, in accordance with Chapter VIII of the Charter. Such an approach will take full advantage of AU rapid response capacities and of their comparative advantage in terms of knowledge of the realities on the ground. This approach presupposes that cases that exceed the capacities under development by the AU can be rapidly taken on by the United Nations.

We fully adhere to the principle that a peacekeeping operation initiated by the African Union and that must extend beyond six months can be put under United Nations command. From this perspective, the financing of these operations from United Nations assessed contributions for a period of six or more months is fully justified.

We wish to underscore the importance of the coordination and synergy that must be developed between the United Nations and the African Union on the one hand and Africa's regional economic communities on the other hand. The African Peace and Security Architecture is established on the basis of such coordination and synergy.

Assistance aimed at strengthening these communities, which are essential elements in the region, should be fully taken into account in efforts undertaken by the international community to strengthen African peacekeeping capacities in the context of implementing the Ten-Year Capacity-Building Programme. This is part of the clear strategic relationship to be drawn up between the United Nations and the African Union, with strict respect for the Security Council's primary responsibility for international peace and security.

We fully support the proposal by the panel that a special multi-donor trust fund to support the African Peace and Security Architecture be set up. That proposal accurately reflects the primary responsibility of the international community. In our view, it would be very useful to include the regional economic communities on the board of this fund. This special trust fund should devote particular attention to setting up standing logistic capacity — through the acquisition of a critical mass of equipment that can be mobilized on a short-term basis — in order to validate the rapid response capacity of the standby force and to avoid privatization measures in the area of logistics. Of course, this question should be studied in greater depth.

In addition, Benin fully supports the strengthening of the African Union complementary mechanisms for conflict prevention, which will ultimately help it avoid having to resort to peacekeeping operations. This is all the more important in this period of crisis, in which the risk of social conflicts degenerating into major political crises cannot be dismissed.

My delegation would like to recall that resolution 1625 (2005) set forth a pragmatic approach that advocated enhancing the monitoring of States where the risks of conflict are clear, in order to contain crises and ensure that they do not become entrenched and to deal effectively with the underlying causes of the conflicts.

Sufficient human and financial resources must be mobilized to this end. The recent measures that were adopted to strengthen the Department of Political Affairs will, in our view, enable us to develop a cohesive strategy for the use of early warning and mediation mechanisms and peacebuilding and development efforts. We hope that the follow-up to the implementation of that resolution will once again lead, this year, to a report by the Secretary-General, as was the case in January 2008 (see S/2008/18), and take into account the potential of the Peacebuilding Commission and the Peacebuilding Fund. Emergency actions by those bodies have allowed us to quickly address situations of concern.

In conclusion, my delegation supports the draft presidential statement that will be adopted at the end of this debate. Benin hopes that the recommendations of the panel will enjoy meticulous follow-up and that a joint team tasked with studying the implementation of these recommendations will be set up as soon as possible.

The President (*spoke in Arabic*): I now give the floor to the representative of Argentina.

Mr. Argüello (Argentina) (*spoke in Spanish*): First of all, allow me to congratulate you, Mr. President, on your very timely call for an open debate on peace and security in Africa. This is a necessary debate, and my country is closely following its course.

The report we are studying (S/2008/813) originated in an initiative of the Secretary-General, laid out in resolution 1809 (2008), on cooperation between

our Organization and regional organizations, which set up a panel to study and recommend modalities to improve the support to — and the predictability and sustainability of funding for — peacekeeping missions under United Nations mandates.

The panel's report contains valuable observations and a number of action-oriented proposals, which I will briefly highlight, as they closely coincide with our own analysis of the matter.

First, we agree that the armed conflicts and the very political instability prevailing in some regions of Africa are clear obstacles to the economic development of those countries. The vicious cycle of poverty and violence that we see in many parts of continent, where conflict is almost constant, is a trap. This trap impedes progress in societies and clearly causes the effects of such conflicts to be even more harmful and deep-rooted than the conflicts themselves.

Security is thus a prerequisite for long-term sustainable development. It is clear that we must face these challenges with a comprehensive approach. In such an approach, the deployment of a peacekeeping operation is a response when necessary, but prevention of conflicts before they begin would make a comprehensive approach that also encompasses response capacity.

Ever-increasing participation by the African Union in conflict-prevention, peacekeeping and post-conflict reconstruction efforts is therefore essential. More than ever before, threats to security require a collective approach based on various types of cooperation. In turn, that requires close coordination with regard to both strategies and programmes. At the same time, there is a need to optimize the advantages that the regional organizations could bring. In that regard, we believe it is essential to establish the necessary capacities, including in subregional organizations, to arrive at coherent responses that are part of a joint strategy that encompasses the widest possible range of conflict-prevention, peacekeeping and post-conflict reconstruction efforts.

Finally, with regard to the report's recommendations on financing issues, we agree with what the Secretary-General said this morning in his intervention, that such issues call for thorough consideration, especially by the relevant bodies of the Organization.

The President (*spoke in Arabic*): I now give the floor to the representative of Australia.

Mr. Goledzinowski (Australia): First of all, Mr. President, please accept my country's congratulations on your appointment to your very high office. Thank you also for this opportunity to address the Council on the report of joint African Union-United Nations panel on support for African Union peacekeeping operations (S/2008/813).

At the outset, I would like to commend the panel for their comprehensive, thorough and realistic report. The panel has raised a number of recommendations for strengthening the United Nations-African Union (AU) relationship with regard to peacekeeping and for developing the AU's structural, procedural, logistical and human resources. The report has also raised some interesting proposals regarding the establishment of a new financial mechanism aimed at strengthening the AU's capacity, both for peacekeeping and capacity-building. These recommendations demand further reflection by Member States, both in the Security Council and in the General Assembly.

Australia commends the AU for its increasing engagement in conflict prevention, peacekeeping and post-conflict reconstruction activities. The challenges are significant, especially for a relatively new regional organization that is trying to address operational imperatives while simultaneously developing its own peace and security architecture. In addressing these operational and institutional challenges, we would encourage the AU to learn from the experiences, both good and bad, of the United Nations and other comparable regional organizations.

With Africa remaining home to 40 per cent of global peace operations, the need to strengthen the AU's capacity for peacekeeping, both in terms of responding to crises and promoting long-term stability, is self-evident. We support the provision of assistance by the United Nations to develop the AU's conflict-prevention and peacekeeping capacity, and we encourage the United Nations Secretariat and the AU Commission to explore ways in which their relationship can be further developed.

With more than 70 per cent of the United Nations military personnel and more than 50 per cent of its police personnel deployed to missions in Africa, we also support the report's call for the establishment of a more effective strategic relationship between the

United Nations and the AU. We need to recognize that those United Nations resources are scarce and need to be used in a cost-effective and efficient manner.

I would like to emphasize that the Australian Government is keen to strengthen our engagement with Africa and the AU in the field of peace and security and to cooperate where appropriate with African Member States in addressing many of the challenges raised in the report. This was outlined by our Minister for Foreign Affairs, Mr. Smith, when he addressed the African Union Executive Council meeting in Addis Ababa on 29 January.

During his visit to Addis Ababa last month, the Australian Minister for Defence announced that a number of places would be made available for AU-nominated officers to undertake training in Australian defence courses on vital military skills to help increase the effectiveness of peace missions. The Defence Minister also announced that Australia would co-sponsor, together with the AU and United Nations, a peacekeeping symposium in Africa later this year to allow for an exchange of expertise and experiences. Furthermore, he undertook to explore the possibility that Australia may be able to provide some modest training and mentoring assistance to the Eastern African Standby Brigade to help build the capacities and capabilities of the AU for peacekeeping and peace-support and prevention activities.

Australia also looks forward to continuing our support for the E-Learning for African Peacekeepers programme, known as ELAP. We have been a proud supporter of this programme since its inception, in 2006. In that time, the programme has attracted over 168,000 enrolments, at no cost to the participants, in distance training across some 22 peacekeeping courses.

As noted throughout this report, military capabilities can never substitute for long-term political solutions to crises. Australia has been pleased to contribute to United Nations initiatives aimed at strengthening the relationship between the AU and the Organization and at developing more effective conflict-prevention mechanisms in Africa, both at the regional and subregional levels.

In conclusion, we look forward to working with members of the Council and members of the African Union in the coming months as we further consider this important report.

The President (*spoke in Arabic*): I now give the floor to the representative of Bangladesh.

Ms. Jahan (Bangladesh): Let me begin by complimenting the leadership of Libya in stewarding the Council's deliberations during the current month. I would also like to thank you, Mr. President, for your initiative to organize this open debate on peace and security in Africa pursuant to the landmark resolution 1809 (2008).

We commend the African Union-United Nations panel, in particular Chairperson Romano Prodi, for presenting to the Council the report on modalities for support to African Union (AU) peacekeeping operations (S/2008/813), now before the Council. The report has raised some interesting ideas and points that we believe need further exploration, both by the Council and the General Assembly.

My delegation associates itself with the statement delivered by the representative of Cuba, which currently holds the Chair of the Coordinating Bureau of the Non-Aligned Movement. However, we would like to highlight some issues and to add a few points.

Bangladesh welcomes the complementary role played by regional organizations in United Nations-mandated peacekeeping operations. Their role, however, must not be seen as a substitute for that of the United Nations in maintaining peace in conflict areas. United Nations peacekeeping forces must maintain a true international character to uphold the Organization's universality, impartiality and neutrality.

We are pleased to note that cooperation between the United Nations and the AU has grown over recent years. The partnership in the deployment of the African Union-United Nations Hybrid Operation in Darfur is a case in point. Notwithstanding the need for enhanced cooperation and partnership between the United Nations and regional organizations, Bangladesh supports the recommendation contained in the panel's report — which was further subscribed to by the Non-Aligned Movement in a statement made earlier today — that, in defining the division of responsibilities, it is imperative to avoid creating the perception that the United Nations is subcontracting peacekeeping to the African Union. The prime objective of this strategic partnership should be to maximize the African Union's strengths in terms of its contribution to conflict prevention and mediation and

its capacity to undertake peacekeeping operations in conformity with Chapter VIII of the Charter.

The African Union must be provided with the necessary support in developing its institutional capacities, thus enabling it to implement its mandate in a coordinated and appropriate manner, including in areas of building integral capacities to plan, manage and support both conflict prevention and peacekeeping activities in Africa in close cooperation with the Department of Peacekeeping Operations.

As a leading troop-contributing country, Bangladesh attaches utmost importance to the safety and security of troops in the field. We welcome the various steps taken by the Secretariat. However, more actions are needed for better safety and security of peacekeepers. In this context, Bangladesh would like to stress upon the deployment forces should be commensurate with the mandate and the situation on the ground in a particular mission. Moreover, contingents should only be tasked to cover areas of responsibility that lie within their capabilities and agreed mandates based on memorandums of understanding.

Bangladesh recognizes United Nations peacekeeping to be an indispensable and cost effective tool in the maintenance of international peace and security. Based on this principle, we support United Nations peacekeeping operations and we have full commitment to them. Bangladesh had been providing approximately 10 per cent of the total troops for peacekeeping for more than a decade. Besides, currently, we are the largest contributor of police personnel in United Nations peacekeeping. These statistics are a true manifestation of our commitment and contribution to United Nations peacekeeping operations.

My delegation will maintain this commitment, and we will continue to coordinate our collective peace and security efforts under the auspices of the United Nations. In this vein, we shall continue to support the Security Council in fulfilling its Charter mandated responsibilities in the maintenance of international peace and security.

The President (*spoke in Arabic*): After consultations among the members of the Security Council, I have been authorized to make the following statement on behalf of the Council:

"The Security Council reiterates its primary responsibility for the maintenance of international peace and security, and recalls that cooperation with regional and subregional organizations in matters relating to the maintenance of peace and security and consistent with Chapter VIII of the Charter of the United Nations can improve collective security.

"The Security Council recalls its previous relevant resolutions and statements which underscore the importance of developing effective partnerships between the United Nations and regional organizations, in particular the African Union, in accordance with the United Nations Charter and the relevant statutes of the regional organizations, in particular the African Union.

"The Security Council welcomes the continuing important efforts of the African Union to settle conflicts in the African continent, and expresses its support for peace initiatives conducted by the African Union.

"The Security Council reaffirms its resolution 1809 (2008), which recognizes the need to enhance the predictability, sustainability and flexibility of financing regional organizations when they undertake peacekeeping under a United Nations mandate.

"The Security Council recognizes that regional organizations have the responsibility to secure human, financial, logistical and other resources for their organizations.

"The Council underscores the importance of supporting and improving, in a sustained way, the capacity of the African Union, and welcomes recent developments regarding cooperation between the United Nations, the African Union and international partners, including the enhancement of the African Union capacities.

"The Security Council welcomes the efforts of the African Union-United Nations panel in producing a report on modalities to support African Union peacekeeping operations (A/63/666-S/2008/813). The Security Council notes with interest the panel's report.

"The Security Council requests the Secretary-General to submit a report, no later

than 18 September 2009, on practical ways to provide effective support for the African Union when it undertakes peacekeeping operations authorized by the United Nations, that includes a detailed assessment of the recommendations contained in the report of the African Union-United Nations panel, in particular those on financing, as well as on the establishment of a joint African Union-United Nations team.

"The Security Council further requests the Secretary-General to take into account in his report the lessons learned from past and current African Union peacekeeping efforts, in particular the African Union-United Nations mission in Darfur (UNAMID) and the efforts to provide a logistical support package for the African Union Mission in Somalia (AMISOM), and the establishment of a trust fund called for by Security Council resolution 1863 (2009).

"The Security Council underlines the importance of implementing the Ten-Year Capacity Building Programme for the African Union on peace and security, in particular the operationalization of the African Union Standby Force and the Continental Early Warning System. The Council stresses its support for ongoing efforts to strengthen the African Peace and Security Architecture and reiterates its call for the international community, particularly donors, to fulfil their commitments in the 2005 World Summit Outcome document.

"The Security Council emphasizes the importance of establishing more effective strategic relationships between the United Nations Security Council and the African Union Peace and Security Council and between the United Nations Secretariat and the African Union Commission, and encourages further joint efforts in this direction, focusing on issues of mutual interests. The Security Council calls on the Secretariat and the African Union Commission to further collaborate on issues of mutual interests, including through developing a list of the military, technical, logistic and administrative capacities that need developing, supporting regular follow-up missions, experience sharing, staff exchanges, and in financial and logistical areas.

"The Security Council expresses its intention to further consider this issue following the report of the Secretary-General."

This statement will be issued as a document of the Security Council under the symbol S/PRST/2009/3.

Before I adjourn this meeting, I wish, on behalf of all the members of the Council, to express my gratitude and appreciation to Mr. Romano Prodi and the other members of his panel for their valuable efforts and for the report before the Council. We are grateful to Mr. Prodi for having come to New York to present the report to us.

There are no further speakers inscribed on my list. The Security Council has thus concluded the present stage of its consideration of the item on its agenda.

The meeting rose at 5 p.m.

United Nations S/PV.6093

Security Council

Sixty-fourth year

Provisional

6093rd meeting

Thursday, 19 March 2009, 10 a.m.

New York

President:	Mr. Shalgham	(Libyan Arab Jamahiriya)
Members:	Austria	Mr. Mayr-Harting
	Burkina Faso	Mr. Kafando
	China	Mr. La Yifan
	Costa Rica	Mr. Urbina
	Croatia	Mr. Vilović
	France	Mr. Lacroix
	Japan	Mr. Takasu
	Mexico	Mr. Heller
	Russian Federation	Ms. Eloeva
	Turkey	Mr. İlkin
	Uganda	Mr. Rugunda
	United Kingdom of Great Britain and Northern Ireland	Sir John Sawers
	United States of America	Mr. DeLaurentis
	Viet Nam	Mr. Le Luong Minh

Agenda

Security Council mission

Briefing by Security Council mission to Haiti (11 to 14 March 2009)

This record contains the text of speeches delivered in English and of the interpretation of speeches delivered in the other languages. The final text will be printed in the *Official Records of the Security Council*. Corrections should be submitted to the original languages only. They should be incorporated in a copy of the record and sent under the signature of a member of the delegation concerned to the Chief of the Verbatim Reporting Service, room C-154A.

09-27342 (E)

The meeting was called to order at 10.10 a.m.

Adoption of the agenda

The agenda was adopted.

Security Council mission

Briefing by Security Council mission to Haiti (11 to 14 March 2009)

The President (*spoke in Arabic*): I should like to inform the Council that I have received a letter from the representative of Haiti, in which he requests to be invited to participate in the consideration of the item on the Council's agenda. In conformity with the usual practice, I propose, with the consent of the Council, to invite that representative to participate in the consideration without the right to vote, in accordance with the relevant provisions of the Charter and rule 37 of the Council's provisional rules of procedure.

There being no objection, it is so decided.

At the invitation of the President, Mr. Mérorès (Haiti) took a seat at the Council table.

The President (*spoke in Arabic*): The Security Council will now begin its consideration of the item on its agenda. The Security Council is meeting in accordance with the understanding reached in its prior consultations.

At this meeting, the Council will hear a briefing by His Excellency Mr. Jorge Urbina, head of the Security Council mission to Haiti and Permanent Representative of Costa Rica.

I would like to welcome the return of the members of the Council and representatives of the Secretariat who took part in the mission to Haiti. I now give the floor to Mr. Jorge Urbina, head of the Security Council mission to Haiti.

Mr. Urbina (Costa Rica) (*spoke in Spanish*): The Security Council mission visited Haiti from 11 to 14 March 2009, in accordance with its mandate, as set out in document S/2009/139. The mission was able to assess first-hand the situation in Haiti at a time when there seems to be a window of opportunity to reinforce stability and undertake a process of sustainable development.

I would like to start by expressing my thanks to the representatives of Council members for their interest in the mission and their active participation in all its activities. Members of the Council demonstrated the concern that exists regarding the situation in Haiti. I fully believe that our future discussions will benefit from the knowledge acquired during this visit.

On behalf of the members of the Council, I should like to thank the Haitian authorities for their hospitality and openness. I would also like to express our gratitude to the Permanent Representative of Haiti, Ambassador Léo Mérorès, for having accompanied us and for his contribution to the success of the mission. I must also recognize the impeccable organization carried out by the Secretariat, the Department of Peacekeeping Operations, Special Representative of the Secretary-General Hédi Annabi, the United Nations Stabilization Mission in Haiti (MINUSTAH) teams and United Nations representatives in Haiti. They should be commended for their work.

The mission's visit began with two successive meetings with MINUSTAH leaders and the United Nations team in Haiti. The Council's mission subsequently held a meeting with the President of the Republic and his Prime Minister in order to hear their views on the situation, receive information on their programmes and gather their impressions of the work carried out by MINUSTAH. Representatives of the Council received additional information on the plans of the Haitian Government during a subsequent meeting with the Prime Minister and the Ministers for Planning, Interior, Agriculture and Rural Development, Public Works and Transportation. Moreover, Council members held meetings with leaders of the Senate and the Chamber of Deputies, the chairs of the Justice and Security Committees of both legislative chambers and the minister responsible for relations with Parliament. Council members also met with leaders of political parties and members of Parliament from the opposition and held conversations with representatives of the private sector and civil society in Haiti.

The meeting with MINUSTAH involved the Special Representative of the Secretary-General and his deputies, the MINUSTAH Force Commander and the Police Commissioner. The United Nations team was led by the Resident Coordinator. Lastly, the representatives of the Council undertook working visits to Gonaïves, Fort Liberté, Ouanaminthe and Cité Soleil.

The members of the mission gathered updated information and assessments of important aspects of the situation in Haiti, in particular concerning the general security situation, political dialogue and the elections, the extension of the State's authority, the rule of law and human rights, social and economic development, and regional cooperation.

The mission was able to note the progress made in terms of security after five years of MINUSTAH presence in the country, in particular that resulting from the support provided to the National Police aimed at increasing its capacity. The greatest improvements can already be noted in a drop in crime and the people's growing confidence in the police force. The police force is now being strengthened through professional training for its personnel and the enhancement of its operational and institutional capacities.

The goal of having 14,000 members in the police force and thereby reaching an acceptable rate of one officer per 1,000 inhabitants, taking into account real needs, is making solid progress. The original number, 3,000 members, has now been tripled. In addition, recruitment and verification are being carried out successfully.

The Council mission was able to assess the community violence reduction programme during one of its field visits. This project has been made possible thanks to cooperation between MINUSTAH, its Government counterparts, the National Disarmament Commission and the United Nations team in the country, led by the United Nations Development Programme. Progress has been made possible through quick-impact employment programmes, with intensive use being made of labour forces. This has contributed to stabilizing marginal city areas that were until very recently considered lawless.

The mission also gauged the Haitian State's lack of capacity to control its borders and territorial waters, which could potentially encourage illegal activities. The commencement of maritime and air patrols by MINUSTAH, with support from the National Police, should improve the situation. These patrols should, however, be complemented by other bilateral and regional initiatives, as these problems are regional in nature and MINUSTAH does not have the mandate to carry out such operations or to carry out interdiction operations.

The mission received information on the political dialogue and the electoral processes from the President and the Prime Minister, who provided details on the five committees established by the President to gather input from political parties and civil society for an ambitious institutional reform programme. During its visit, the Council held conversations with the national coordinator of these committees and those leading the committee on constitutional reform.

The Haitian interlocutors agreed on the need for significant reforms, although there were differing nuances in the various points of view. There was agreement on the general views on the division of powers, excessive decentralization and the multiplicity of electoral processes. The arguments in favour of a revised Constitution are gaining ground among political leaders, who agree on the general issues relating to the cumbersome administrative structure resulting from the 1987 Constitution, the costly schedule of elections and other limitations that must be changed. Members of the Council were aware of the tight schedule for constitutional amendments and acknowledged the importance of reforming the Constitution to bring about better governance in the country. Here, the mission passed on a message to be pondered by Haitian political leaders in order to achieve the necessary consensuses for the appropriate constitutional reform process. In the meeting with the President of the Presidential Commission for the Reform of the Constitution, Council members expressed the need to enhance coordination between the executive power, Parliament and civil society in order to avoid splits and political paralysis that could hamper the reform process in the country.

Members of the Council also had meetings with the President and judges of the Provisional Electoral Council. Future electoral processes impose an electoral period that will be spread out over the next 36 months, during which voters will go to the polls eight times. The Council mission received information on logistical support provided by MINUSTAH to the Provisional Electoral Council as well as on the security assistance provided. For its part, the Electoral Council reiterated its commitment to ensure free, fair and inclusive elections in order to ensure the credibility of an electoral process that is threatened by the non-participation of one of the most important political groups, which has been excluded on legal grounds. The Council mission said that everything possible must be

done to deal with the perception of exclusion that is felt in particular sectors of the population.

During their meeting with representatives of political parties, Council representatives were able to verify attitudes that undermine the legitimacy of the forthcoming elections, such as suspicions of fraud and pronounced State involvement. However, Council members received assurances that objections will be dealt with through legal mechanisms and there will be support for the electoral process as a means for clearing up political disputes.

With respect to extending the State's capacity, members of the Security Council became aware of the weakness of the Haitian system of institutions. For example, the State can provide education to only 10 per cent of registered students, which is already a low percentage of persons of school age. In addition, the State controls neither the content nor the quality of private education, which is responsible for a very high percentage of education in the country. The same thing is true of other sectors of the institutional structure that do not provide basic services to the population.

The Council mission was able to note that the Government and MINUSTAH work together in broadening the State's capacity, both on the ground and in enhancing its ability to administer the country and offer basic services to the population. National authorities highlighted legal progress against corruption, the approval of a customs code, a statute for parliamentary staff and administrative and financial rules for the workings of the legislature.

However, the Government and the local administrations face limitations when it comes to providing essential services to the people, such as health and education.

During the visit to Ounaminthe, the Council mission observed progress in the integrated border management programme. The mission noted the permeability of and free movement in the border area between Haiti and the Dominican Republic and noted that progress had been made on infrastructure. Members of the mission heard explanations of the preparation of key legislative documents on border management drawn up by the Government in collaboration with MINUSTAH.

Members of the Council encouraged the national authorities to continue enhancing the customs data system, intensify land patrols and open new control points to increase the collection of income, which is an important aspect of the State's fiscal resources. Similarly, members of the Council were informed of the reactivation of the joint Haiti-Dominican Republic Commission, which should lead to the drawing up of a work programme dealing with issues of common interest.

Council members visited the MINUSTAH naval base in Fort Liberté, where they examined the operational plan for maritime patrols together with the United Nations police and the Haitian National Police. The mission was shown that the joint naval team at Fort Liberté also takes part in a weekly border patrol by land, sea and air.

With respect to the rule of law and human rights, from the conversations with the Minister for Justice and Public Security, the Secretaries of State for Justice and Public Security, the Director General of the Haitian National Police and the Director of the Prison Administration, as well as the Force Commander and Police Commissioner of MINUSTAH, it became clear that the priority for Haiti is to strengthen the capacity of its National Police, which is essential for national ownership of the matter of security. Progress has been made, inter alia, in professional training for officials, the increase of its institutional capacity and the development of infrastructure with a view to achieving the goals set out in the plan for police reform. The ambitious programme requires the support and cooperation of the international community.

The mission noted the successes achieved in the reform and strengthening of the rule of law and its institutions in Haiti. Council representatives who attended the inauguration of the School for Magistrates noted the advances in the organization of the judiciary with the implementation of three important laws: that establishing the Superior Council of the Judiciary, the Statute of the Magistracy and the law supporting the system for the training of judges.

Despite these successes, the country is still awaiting the establishment of the Superior Council of the Judiciary, the consolidation of the Office of Citizen Protection, legal inspections, the execution of the strategic plan for prison expansion in the country and a general review of the current condition of prisoners in preventive detention. The limited capacity of the judiciary to administer justice quickly has led to a

sharp rise in the prison population living in overcrowded conditions and whose fundamental rights are being violated. Both the Prime Minister and the Minister for Justice expressed the desire to improve justice sector capacity and recognized the support of MINUSTAH in this area.

Haitian authorities emphasized the respect for civil and political rights in the country, particularly for freedom of expression. Members of the mission expressed concern at the limitations on economic, social and cultural rights in Haiti, a state of affairs that has been aggravated by the humanitarian situation caused by natural phenomena in 2008, the world food crisis and the deterioration of the international economy.

With respect to the humanitarian situation, Haiti is particularly vulnerable when it comes to hurricanes and tropical storms from the Atlantic. Members of the Council saw the effects of the flooding caused by last year's hurricanes in the city of Gonaïves. They were also made aware of the efforts to prevent disasters, to reduce risk and regulate water basins. The mission visited a labour-intensive project to reduce vulnerability by terracing, constructing small dikes, reconfiguring watercourses and renovation canals.

Food security is still one of the greatest concerns in the country. Members of the Council received information on the difficult situation of the farming sector in Haiti. The Permanent Representative of Japan, supported by other members of the Council, expressed concern at the low productivity in a sector that employs more than 50 per cent of the population and that meets barely 48 per cent of food needs. Members of the Council encouraged the Haitian authorities to adopt agricultural policies designed to boost production. Additionally, they urged the Government of Haiti to display its commitment to establish goals that can be attained in reasonable time frames — all of this in order to contribute to stability of the country.

With reference to economic and social development, it was evident to the mission that the current levels of extreme poverty — 80 per cent of the population live on less than $2 per day and 50 per cent on less than $1 per day — are incompatible with the goal of establishing stability in the short term. The Haitian interlocutors indicated how important it is to continue working with the international community to implement a reconstruction and development strategy in the country. They acknowledged the importance of the poverty reduction strategy paper and the post-disaster needs assessment. In that context, the proposals of Professors Paul Collier and Jeffrey Sachs and the United States legislation establishing preferential access for Haitian exports — the Haitian Hemisphere Opportunity Through Partnership Encouragement Act (HOPE II) — are all essential initiatives to activate Haiti's economy and bring about long-term economic security.

The forthcoming donor conference, to be held in Washington, D.C., convened by the Inter-American Development Bank was also viewed as a major opportunity for Haiti to enjoy access to additional funds for its recovery and reconstruction. The Council mission noted that the contribution of the diaspora to Haitian development, which is today contingent on pending reform to allow dual citizenship, must also be reviewed.

On the subject of regional cooperation, the Council mission had the opportunity to meet with members of the core group and was able to note the decisive role it played in ensuring effective coordination between MINUSTAH and the diplomatic and donor communities. Throughout the mission, Council members observed the high degree of commitment of Latin American countries to Haiti. As well as fully participating in peacekeeping by contributing troops and police, the countries of the region continue to lend support to the country's socio-economic development through bilateral and multilateral support, specific development programmes and quick-impact projects carried out in the MINUSTAH framework. In that context, it must be emphasized that the Haitian authorities stated on repeated occasions that South-South cooperation is an area of growing interest to them.

The mission was also able to see that the continued participation of regional and subregional organizations such as the Organization of American States and the Caribbean Community is important to ensure Haiti's integration within the broader context of Latin America and the Caribbean and in order to strengthen the commitment of its partners in the hemisphere.

I do not wish to conclude without the mission's conclusion that the international community has a

commitment to Haiti's success. It is therefore important that the Haitian authorities promote national consensus, not only to ensure stability and political security, but also in order to establish a solid basis for Haiti's socio-economic development.

The draft report of the mission will soon be distributed to Council members for their review. It contains a detailed analysis of the mission's activities and the conclusions it reached in the areas that were covered in today's briefing.

The President (*spoke in Arabic*): I thank Mr. Urbina for his briefing.

On behalf of the Security Council, I should like to express appreciation to all of the members of the Security Council and the Secretariat who participated in the mission, which was very ably led by Ambassador Urbina, for the manner in which they discharged their important responsibilities on behalf of the Council.

I now give the floor to the representative of Haiti.

Mr. Mérorès (Haiti) (*spoke in French*): On behalf of the Government of Haiti, I thank the Security Council for having organized the Council mission to Haiti. Special thanks go to Ambassador Urbina, who led the mission. We believe that his briefing was comprehensive and covered all areas addressed by the mission during its visit to Haiti. As members know, this visit took place following the visit of the Secretary-General accompanied by former President Bill Clinton; it thus enabled the international community, represented by the members of the Council, to get an exhaustive idea of the situation that Haiti has been facing for some time. As aptly stated by Ambassador Urbina, it is clear that since 2005 the security situation on the ground has improved considerably. That was clearly stated by the various interlocutors who had the opportunity to share their impressions with the members of the Council.

Nevertheless, as the country's highest authorities, starting with the President and Prime Minister, said, the economic and social remains very fragile. As Ambassador Urbina said, we are is still suffering the devastating consequences of the four successive hurricanes that struck Haiti in 2008. It is important to underscore here for the Council that the meagre economic progress achieved in 2007 was battered by the hurricanes. As a result, the agricultural sector in particular, as well as basic infrastructure, suffered a serious blow from which the country is finding it very difficult to recover.

Nonetheless, on behalf of my Government, I wish to reaffirm to the international community that Haiti is resolutely committed to reconstruction and development. For that reason we attach great importance to the upcoming donor conference to be hosted by the Inter-American Development Bank in Washington, D.C., and we hope that Haiti will again enjoy the kind support of the international community, which so far has never failed us.

In conclusion, allow me to reiterate my gratitude to the Security Council for having organized this visit. I wish again to convey my special gratitude to Ambassador Urbina, who led the visit. I also wish to express the appreciation of the Haitian Government for the Council's constant and continuing interest in Haiti.

The President (*spoke in Arabic*): There are no further speakers inscribed on my list. The Security Council has thus concluded the present stage of its consideration of the item on its agenda.

The meeting rose at 10.35 a.m.